DOCUMENT RESUME

ED 433 102 PS 027 785

AUTHOR	Bernard, Stanley N.; Knitzer, Jane
TITLE	Map and Track: State Initiatives To Encourage Responsible Fatherhood. 1999 Edition.
INSTITUTION	Columbia Univ., New York, NY. National Center for Children in Poverty.
SPONS AGENCY	Annie E. Casey Foundation, Baltimore, MD.
ISBN	ISBN-0-926582-24-0
PUB DATE	1999-00-00
NOTE	221p.; Introduction by David Cohen. For the 1998 edition, see ED 420 381.
AVAILABLE FROM	National Center for Children in Poverty, Columbia School of Public Health, 154 Haven Avenue, New York, NY 10032; Tel: 212-304-7100; Fax: 212-544-4200, 212-544-4201; Web site: http://www.nccp.org ($19.95 includes postage and handling. Checks should be made payable to Columbia University).
PUB TYPE	Numerical/Quantitative Data (110) -- Reports - Research (143)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Change Strategies; Child Health; Child Welfare; Comprehensive Programs; Day Care; Early Childhood Education; Employed Parents; *Family Programs; Family (Sociological Unit); Family Structure; *Fathers; Financial Support; Incidence; Parent Background; Policy Formation; Poverty; Program Descriptions; Social Indicators; *State Programs; State Surveys; Statistical Surveys; Welfare Services; Well Being
IDENTIFIERS	Indicators; Public Awareness; State Policy; State Role; Welfare Reform; Welfare to Work Programs

ABSTRACT

This report focuses on fatherhood in its profile of state efforts to develop comprehensive programs and policies for young children and families, presents indicators of child and family well-being, and describes state investments in young children and families. The report provides national and state indicators of fathers and fatherhood, and aggregate and state information on policies and practices regarding responsible fatherhood, including promoting public awareness, preventing unwanted or too-early fatherhood, enhancing fathers as economic providers, strengthening fathers as nurturers, and promoting leadership capacity. Analysis was based on responses from 45 states to 2 questionnaires requesting information on new programs and the use of federal funds to train nonresident fathers of children receiving welfare sent to 50 states, the District of Columbia, and Puerto Rico. Chapter 1 of the report provides an overview of the framework and data collection methods. Chapter 2 provides demographic findings and offers a qualitative look at the changing face of fatherhood nationally, highlighting particular subgroups of fathers. Chapter 3 summarizes the program and policy information gathered from the states and explores emerging issues not so clearly reflected in the findings. Chapter 4 focuses on profiles of three states, one county, and one city providing leadership with fatherhood initiatives that reflect attention to a range of fathers and both the economic and nurturing aspects of fatherhood. Chapter 5 provides profiles of the individual states and gives a state-by-state overview of policies and initiatives reported by

+++++ ED433102 Has Multi-page SFR---Level=2 +++++
them. Nine appendices include indicator summary tables, state contacts, and a glossary. Contains approximately 100 references. (KB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 433 102

MAP AND TRACK

STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

1999 Edition

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PS 027785

BEST COPY AVAILABLE

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Elizabeth J. Siecke

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2B

MAP AND TRACK

STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

1999 Edition

STANLEY N. BERNARD
JANE KNITZER

Introduction by
DAVID COHEN

NATIONAL CENTER
FOR CHILDREN IN POVERTY
The Joseph L. Mailman School of Public Health
Columbia University

NATIONAL CENTER FOR CHILDREN IN POVERTY

The National Center for Children in Poverty (NCCP) was established in 1989 at the School of Public Health, Columbia University, with core support from the Ford Foundation and the Carnegie Corporation of New York. The Center's mission is to identify and promote strategies that reduce the number of young children living in poverty in the United States, and that improve the life chances of the millions of children under age six who are growing up poor.

The Center:

- Alerts the public to demographic statistics about child poverty and to the scientific research on the serious impact of poverty on young children, their families, and their communities.
- Designs and conducts field-based studies to identify programs, policies, and practices that work best for young children and their families living in poverty.
- Disseminates information about early childhood care and education, child health, and family and community support to government officials, private organizations, and child advocates, and provides a state and local perspective on relevant national issues.
- Brings together public and private groups to assess the efficacy of current and potential strategies to lower the young child poverty rate and to improve the well-being of young children in poverty, their families, and their communities.
- Challenges policymakers and opinion leaders to help ameliorate the adverse consequences of poverty on young children.

NCCP Marks Decade of Achievement: 1989–1999

In 1999, NCCP celebrates ten years of committed effort to identify and promote strategies to reduce the young child poverty rate and to improve the life chances of the millions of young children still living in poverty. "We can take pride in the accomplishments of the Center in raising the profile of poor young children and putting them on the agenda of urgent social issues facing this country," says the Center's director, Dr. J. Lawrence Aber. "But we cannot be satisfied until America has made far greater progress in combating young child poverty," Aber added. He notes the inspiration and hard work of the Center's founding director, Judith E. Jones, in this achievement, and thanks the Center's funders and Council of Advisors for sharing the vision of the Center and supporting its work.

Copyright © 1999 by the National Center for Children in Poverty.

Copies of this report are available prepaid for $19.95 from the National Center for Children in Poverty, 154 Haven Avenue, New York, NY 10032; Tel: (212) 304-7100; Fax: (212) 544-4200 or 544-4201. Checks should be made payable to Columbia University. Postage and handling are included in the price.

Library of Congress Cataloging-in-Publication Data

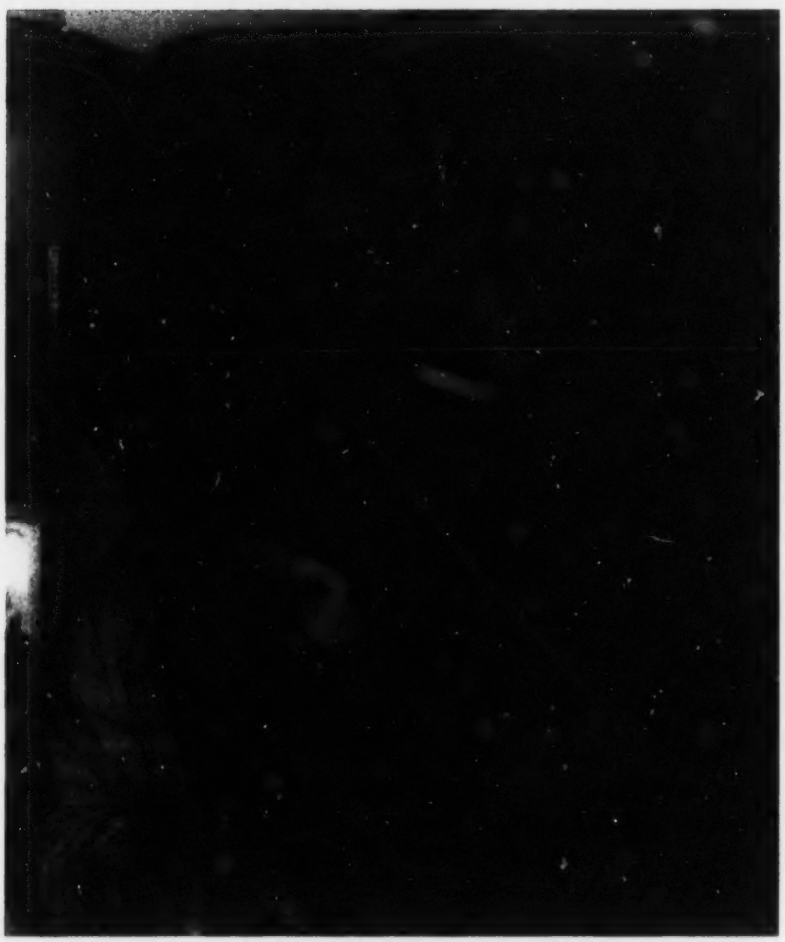
Bernard, Stanley.
Map and track : state initiatives to encourage responsible fatherhood / Stanley Bernard, Jane Knitzer ; and a special introduction by David Cohen. -- 1999 ed.
p. cm.
Previous ed. entered under Jane Knitzer.
Includes bibliographical references.
ISBN 0-926582-24-0
1. Unmarried fathers--Government policy--United States--States. 2. Paternity--United States--States. 3. Child support--United States--States. I. Knitzer, Jane. II. Title.
HV700.7.K59 1999
306.874'2--dc21 99-32963

We recognize that even though a father's financial support is critically necessary, it is not sufficient for a child's well-being.

Governor Paul Celluci, 1999
State of Massachusetts

Fathers are much more than breadwinners. They lay an important foundation for the emotional, psychological, and physical development of their children. A father's presence and positive interaction in a child's life promotes healthy families as well as safe and stable communities.

Governor Parris Glendening, 1999
State of Maryland



Acknowledgements

This fourth report in the *Map and Track* Series owes much to the support and insight of our colleagues at NCCP. A special debt is owed to David Cohen, whose work on applying the public health model of tipping point theory to the changing role of fatherhood in the 1990s helped conceptualize the framework for this edition of *Map and Track*. We also want to thank Neria Cohen, a freelance writer, for making site visits to the three states profiled in Chapter Four and writing up descriptions of her interviews. Work on data conceptualizing and analysis was done by a team including Neil Bennett, Keming Yang, and Younghwan Song. We would like to thank the National Center on Fathers and Families for their continuing insights and collegial encouragement. We are especially grateful to Linda Mellgren of the U.S. Department of Health and Human Services, Paula Roberts of the Center for Law and Social Policy (CLASP), Aisha Ray of the Erikson Institute, and James Levine and Ed Pitt of the Families and Work Institute for reviewing parts of the manuscript and helping to understand the complex issues involved. Special thanks go to NCCP's editorial, production, and communications team: Julian Palmer, Carole Oshinsky, Telly Valdellon, Jamie Hickner, Martha Garvey, Andrew Kaen, and Elizabeth Siecke, and to Mary O'Connor for her astute copyediting. Also to NCCP support staff: Ernesto Diaz, Faruk Hamza, Blanca Lopez-Maymi, and Lillian Ortiz for their clerical help in the development and dissemination of the report. The cover design was developed by Beth Atkins Clinton and Telly Valdellon for the first *Map and Track* publication in 1996. Stanley Bernard created the father and children graphic. The quotations heading up chapters and each state profile in Chapter 4 are from interviews conducted by Neria Cohen.

Much appreciation goes to our funder for this project: The Annie E. Casey Foundation.

Our greatest appreciation, however, continues to go to the many state officials and community providers who graciously gave us some of their valuable time to share the information used in preparing this report. Without their help, this publication would not have been possible.

The Authors

Stanley N. Bernard is director for administration and human resources at NCCP and leads the Center's work on fatherhood issues. He is the father of Jacinthe and Stanley E.J.

Dr. Jane Knitzer is deputy director of the National Center for Children in Poverty, noted lecturer, and author of numerous books assessing public policy.

David Cohen is a British journalist who came to the United States two years ago as a Harkness Fellow of the Commonwealth Fund of New York and as a resident scholar at NCCP to study fatherhood in the United States, especially the changing role of fathers in low-income families and communities.

CONTENTS

Executive Summary 7

Introduction: The State Dads Are In 19

Understanding the Critical Role of States in Promoting Responsible Fatherhood 19

Applying a Public Health Model to Fatherhood Trends 21

Applying Theory to Real Life 23

CHAPTER 1
About *Map and Track Fathers* 27

What Is *Map and Track Fathers?* 27

The *Map and Track Fathers* Framework 28

Promoting Public Awareness About Responsible Fatherhood 28

Preventing Unwanted or Too-Early Fatherhood 29

Enhancing Fathers as Economic Providers 29

Strengthening Fathers as Nurturers 30

Promoting Leadership Capacity 30

How *Map and Track Fathers* Data Were Collected 30

How *Map and Track Fathers* Is Organized 31

CHAPTER 2
The Faces of Fatherhood 33

A Demographic Profile of Fathers 34

Fathers, Children, and Families 34

Fathers, Children, and Work 36

Fathers, Children, and Schooling 36

Fathers, Children, and Poverty 36

Fathers, Children, and Child Support 37

The Changing Face of Fatherhood 37

The Good Family Man 37

Noncustodial Fathers 38

Young Fathers 39

Incarcerated Fathers 40

African American Fathers 41

Single-Parent Fathers 42

Gay Fathers 43

Reflections and Action Steps 43

CHAPTER 3
Dads in the States 45

An Overview of the Findings 45

Promoting Public Awareness About Responsible Fatherhood 46

Preventing Unwanted or Too-Early Fatherhood 47

Enhancing Fathers as Economic Providers 48

Strengthening Fathers as Nurturers 49

Building State and Local Leadership Around a Fatherhood Agenda 50

Beyond the Findings: Pending Issues for States and the Field 52

Balancing Family and Work Responsibilities 52

Integrating Strategies to Encourage Fathers as Economic Providers and as Nurturers 53

Understanding Gender and Marriage Issues 53

Connecting Fatherhood to the Broader Child and Family Agenda 54

Keeping the Momentum Going 55

Building the Knowledge Base 56

Reflections and Action Steps 57

Reflections 57

Action Steps 58

Conclusions 59

CHAPTER 4
State Leadership In Action 61

Connecticut Leadership on Fatherhood 62

Department of Social Services, Child Support Enforcement 62

Access and Visitation Grant 63

Head Start, Child Care, Child Support Collaboration Grant 63

Male Involvement 64

Massachusetts Leadership on Fatherhood 66

The Governor's Advisory Commission on Responsible Fatherhood and Family Support 66

Organization Structure 67

Dads Make a Difference Report 68

Selected Fatherhood Activities Supported by the Department of Revenue's Child Support Enforcement Division 69

Florida Leadership on Fatherhood 70

Florida's Commission on Responsible Fatherhood . . 70

Organization Structure 71

Funding 71

Program Activities 72

Other Activities of FCORF 73

The Dads Family Project, Liberty Correctional Institution, Hosford, Florida 74

Early Education Head Start Program, Bay County–Panama City, Florida 75

Local Leadership on Fatherhood 77

Conclusions 80

CHAPTER 5
State-by-State Fatherhood-Related Indicators and Descriptions and Summaries of State Strategies and Policies to Encourage Responsible Fatherhood 81

Appendices

A. State Fatherhood Policy Checklist/Questionnaire . . 188

State Fatherhood TANF Policy Checklist/ Questionnaire 191

B. State by State Initiatives to Encourage Responsible Fatherhood

Table 1: Level of State Activity to Promote Responsible Fatherhood 192

Table 2: State Programs by Map and Track Categories 194

C. Indicator Summary Tables

Table 1: Fathers and Families 197

Table 2A: Mother and Families 198

Table 2B: Mothers and Marriage 199

Table 3: Fathers and Work 200

Table 4: Fathers, Mothers, and Schooling 201

Table 5: Fathers, Families, and Poverty 202

Table 6: Fathers and Child Support 203

D. Trend Data

Table 1: Number and Percentage of Children Under Age 6 and Under Age 18 by Family Type, 1997 and 1998 205

Table 2: Percentage of Children Under Age 18 by Parental Employment Status, 1996 and 1997 . . 205

Table 3: Poverty Rate of Children Under Age 18 by Family Structure, 1996 and 1997 205

E. Level of Reported State Effort to Promote Responsible Fatherhood 206

F. State-by-State Contacts for Programs and Policies for Fathers 207

G. National Resources for Encouraging Responsible Fatherhood 210

H. Implications from Research for Promoting a Fatherhood Agenda 212

I. Bibliography 214

List of Figures, Boxes, and Map

Figure 1: Changes in the Number and Percentage of Types of Initiatives Reported by the States, 1997–1999 12

Figure 2.1: A National Profile of Fatherhood, 1998 . . . 34

Figure 2.2: Number of Children Under Age 18 Living in Mother-Only Families, 1988 and 1998 35

Figure 2.3: Percentage of Children Under Age 18 in Families of Various Types, 1988 and 1998 35

Figure 2.4: Percentage Change in Number of Children Under Age 18 in Families of Various Types, 1988–1998 35

Figure 2.5: Poverty Rates of Children Under Age 18 in Families with Only One Full-Time Working Parent, 1987 and 1997 36

Figure 2.6: Race and Ethnicity of Fathers, 1998 41

Figure 3.1: Changes in the Number and Percentage of Types of Initiatives Reported by the States, 1997–1999 46

Figure 5.1: Reader's Guide to State Indicators 82

Box 2.1: Stanley's Story 38

Box 2.2: Profile of Noncustodial/Nonresident Fathers . 39

Box 2.3: Alphonso's Story 40

Box 2.4: Fathers in a County Correction Facility 40

Box 2.5: A Comparison of Single-Parent Fathers and Single-Parent Mothers 42

Box 2.6: A Racial/Ethnic Comparison of Single-Parent Fathers 42

Box 3.1: State Response to the NCCP Fatherhood Survey 45

Box 3.2: States in Action: Mississippi—Getting the Word Out on Responsible Fatherhood 47

Box 3.3: States in Action: California, Georgia, and Kentucky—Using Various Methods to Teach Youth Responsible Behavior 48

Box 3.4: States in Action: California and New York—Helping Fathers to Become Better Providers Through Child Support Assurance and State Income Supports . . 49

Box 3.5: States in Action: Utah and Ohio—Using Welfare Law for Noncustodial Fathers 50

Box 3.6: States in Action: States Showing Leadership . . 51

Box 3.7: States in Action: Monitoring State Spending on Fatherhood Programs 51

Box 3.8: Using Welfare Reform to Promote a Fatherhood Agenda 55

Box 4.1: How Litchfield, CT, Head Start is Working with Dads 65

Box 4.2: Massachusetts' Leadership to Encourage Responsible Fatherhood Partnerships in Boston 70

Box 4.3: Florida Commission on Responsible Fatherhood (FCORF) Funding Criteria 72

Box 4.4: Stages of the DADS Family Project—A Parenting Course in a Correctional Facility 75

Box 4.5: Components of the D.A.D.S. Project—A Head Start Parenting Project 76

Box 4.6: David's Story 77

Box 4.7: Fathering Through a County Lens: The Center on Fathering in El Paso County, Colorado 78

Box 4.8: Baltimore, MD: Fathering Through a Local Lens 79

Map 1: Level of Reported State Effort to Promote Responsible Fatherhood 9

EXECUTIVE SUMMARY

The Changing View of Fatherhood

"What makes an absent, uninvolved father change his behavior and take on his paternal responsibilities—physically, emotionally, and financially?" This question, asked by David Cohen in the introduction to this report, is a complex one. His analysis, drawing on social science "tipping point theory," which is used to explain the spread of epidemics as well as social ideas, suggests that peer pressure, religious leaders, community programs, and corporate culture all play a role. So, too, do larger social norms. And so, too, do state policies and practices. Through them, states have the opportunity to help define social expectations about fatherhood and develop policies and strategies that can benefit not just fathers, but most importantly, their children.

Recognizing this, in 1997, the National Center for Children in Poverty, with funding from the Annie E. Casey Foundation, produced *Map and Track: State Initiatives to Encourage Responsible Fatherhood.* At that time, every state, the District of Columbia, and Puerto Rico had at least one policy or program initiative to promote and encourage responsible fatherhood. It is now two years later. Evidence from the larger society suggests that there is a cultural change in the way fathers are viewed and view themselves. The people expressing the new view vary widely, from rappers who sing about the joys and responsibilities of fatherhood to employees of corporations who admit to struggling to balance work and family life. Given these larger social changes, this edition of *Map and Track Fathers* explores how the states are responding.

The 1999 edition of *Map and Track Fathers* addresses four questions that are central to developing an understanding of state strategies to promote responsible fatherhood:

- To what extent are state policies and practices responsive to the complex demographic picture of fatherhood that is emerging?
- What specific strategies are states developing to promote responsible fatherhood, and how do these strategies vary from state to state and from those used two years ago?
- To what extent are states providing leadership in developing policies and practices that promote responsible fatherhood, from an economic, social, and psychological perspective?
- What are the lessons from the current status of state efforts to promote responsible fatherhood for future state efforts?

The *Map and Track Fathers* Framework and Methodology

To answer the questions, this report provides two sets of information:

- National and state-by-state indicators that give a profile of fathers and fatherhood in each state, examining such indicators as family structure, employment, educational attainment, poverty status, and state activity in collecting child support; and
- Aggregate and state-by-state information on the policies and practices regarding responsible fatherhood, using the *Map and Track Fathers* framework. For each state, five specific strategies are tracked:
  1. Promoting public awareness about responsible fatherhood;
  2. Preventing unwanted or too-early fatherhood;
  3. Enhancing fathers as economic providers;
  4. Strengthening fathers as nurturers; and
  5. Promoting leadership capacity.

The five sets of strategies are based on research on state and local programs and policy as well as research on the importance of responsible fathering in child development. For consistency of tracking, the clusters are the same as those used in the first edition. (See Map 1 for a summary of state efforts to encourage responsible fatherhood.)

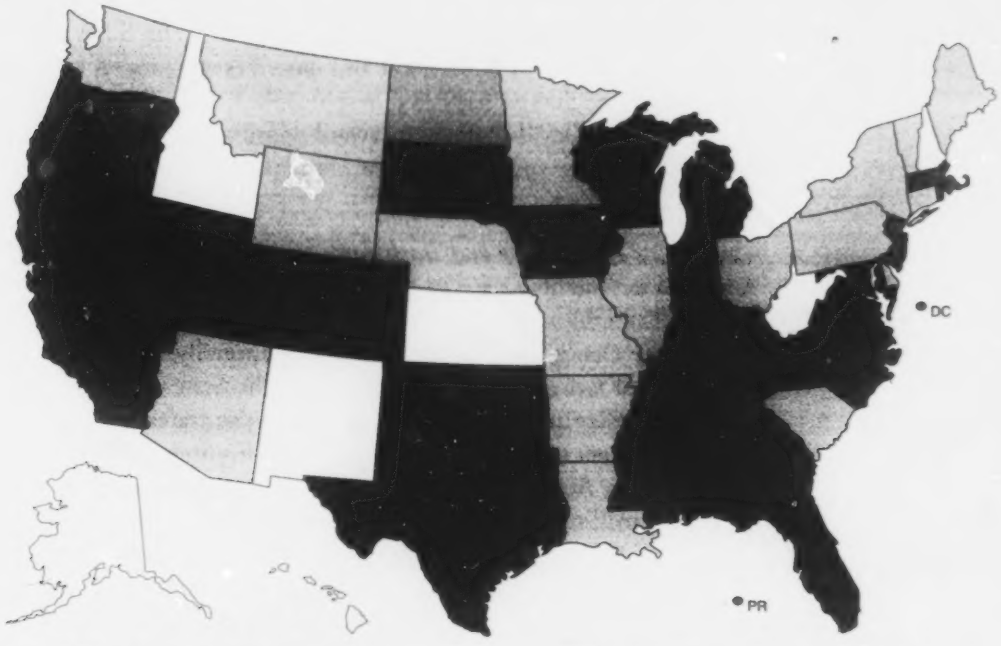
The research methodology for *Map and Track Fathers* builds on previous editions in the series. Two questionnaires on state fatherhood initiatives were sent to all 50 states, the District of Columbia, and Puerto Rico. (See Appendix A.) The first questionnaire was general, asking states to update information from the 1997 edition and to describe in detail any new programs. A second questionnaire was sent specifically to administrators of Temporary Assistance to Needy Families (TANF) to determine the links between fatherhood and welfare programs and whether states are planning to use Welfare-to-Work (WtW) funds to provide education and job training to nonresident fathers of children receiving welfare. Demographic data were analyzed by NCCP's Demography Unit, utilizing information from the March Current Population Surveys collected annually by the U.S. Bureau of the Census (see Appendices C and D). Site visits were also made to three states to profile their efforts to address fatherhood issues. These, along with examples of city and county leadership, reflect the multiple pathways that policymakers and program designers can take to promote responsible fatherhood.

The analysis is based on responses from 45 states.* (Seven states—Alaska, Hawaii, Idaho, Kansas, New Hampshire, New Mexico, and West Virginia—did not respond). The response rate for this edition was somewhat less than in 1997, when 50 states, the District of Columbia, and Puerto Rico responded to either a questionnaire sent out by NCCP (47 states) or one sent by the Council of Governors' Policy Advisors (five states).

---

* The term 'states' in this report includes the District of Columbia and Puerto Rico unless otherwise noted.

MAP 1: LEVEL OF REPORTED STATE EFFORT* TO PROMOTE RESPONSIBLE FATHERHOOD



- State reports implementing one of the five strategies—1 state
- State reports implementing two of the five strategies—5 states
- State reports implementing three of the five strategies—18 states
- State reports implementing four of the five strategies—11 states
- State reports implementing five of the five strategies—10 states
- States not responding to the 1999 NCCP Fatherhood Survey—7 states

Note: The map does not include pilot or planned initiatives. See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives. (State refers to all 50 states plus the District of Columbia and Puerto Rico.)

*Level of reported state effort is defined as implementing strategies intended to:

- Promote Public Awareness About Responsible Fatherhood
- Prevent Unwanted or Too-Early Fatherhood
- Enhance Fathers as Economic Providers
- Strengthen Fathers as Nurturers
- Promote Leadership Capacity

Level of Reported State Effort to Promote Responsible Fatherhood					
State reports implementing one of the five strategies—1 state	North Dakota				
State reports implementing two of the five strategies—5 states	Alabama District of Columbia	Puerto Rico South Dakota	Utah		
State reports implementing three of the five strategies—18 states	Arizona Arkansas Connecticut Delaware	Illinois Louisiana Maine Minnesota	Missouri Montana Nebraska New York	Ohio Pennsylvania South Carolina Vermont	Washington Wyoming
State reports implementing four of the five strategies—11 states	California Georgia Iowa	Massachusetts Mississippi New Jersey	North Carolina Oklahoma Oregon	Rhode Island Tennessee	
State reports implementing five of the five strategies—10 states	Colorado Florida	Indiana Kentucky	Maryland Michigan	Nevada Texas	Virginia Wisconsin
States not responding to the 1999 NCCP Fatherhood Survey—7 states	Alaska Hawaii	Idaho Kansas	New Hampshire New Mexico	West Virginia	

How *Map and Track Fathers* Is Organized

The 1999 edition of *Map and Track Fathers* is organized into five chapters. To set a larger social context, the introduction, "The State Dads Are In," gives a societal view of fatherhood and describes the process by which public perception can change regarding responsible fatherhood. The introduction was written by David Cohen, an award-winning journalist from the United Kingdom who is spending two years studying fatherhood issues in the United States.

Chapter 1, "About *Map and Track Fathers*," provides an overview of the framework and the methods used to collect the data for the report. Chapter 2, "The Faces of Fatherhood," provides demographic findings and offers a qualitative look at the changing face of fatherhood nationally, highlighting particular subgroups of fathers. Chapter 3, "Dads in the States," summarizes the program and policy information gathered from the states and explores a set of emerging issues not so clearly reflected in the findings. Chapter 4, "State Leadership in Action," focuses on profiles of three states, one county, and one city providing leadership with fatherhood initiatives that reflect attention to a range of fathers and both the economic and nurturing aspects of fatherhood. Chapter 5 provides profiles of the individual states and gives a state-by-state overview of policies and initiatives reported by them. The key findings are highlighted below.

A National Profile of Fathers

Fathers, Children, and Families

There has been little change in the demographic profile of fathers since the previous edition of *Map and Track Fathers*.

- The proportion of children living in families where only the mother is present has remained around 24 percent from 1996 to 1998, accounting for about 17 million children in those years.
- The proportion of father-only families among all single-parent families rose slightly from 14 percent in 1996 to 16 percent in 1998, but remains 4 percent of all family types.
- Over the past decade, however, there has been a 76 percent increase in the percentage of children being raised in father-only families.
- Among mothers in mother-only families, 42 percent had never married and half (50 percent) were divorced or separated. Fathers in father-only families were more likely to be divorced or separated (57 percent) than never-married (34 percent).
- Within the states, the proportion of children living in mother-headed families was highest in the District of Columbia, with 56 percent. The percentage of children living in father-headed families was highest in Alaska, with 6 percent.

Fathers, Children, and Work

Common sense and research data both suggest that economic security for children is key to promoting their well-being.

- In 1997, most children under age 18 with working fathers had fathers who worked full-time (86 percent). About 28 percent of children had mothers who did not work.

Fathers, Children, and Schooling

Parental education is important to children, because there are direct links between schooling, employment, and family economic well-being.

- Between 1994 and 1998, 31 percent of U.S. children had fathers with only a high school education, and almost 54 percent had fathers who had gone beyond high school. Thirty-four percent of children had mothers with only a high school education, while 49 percent had mothers with more than a high school education.
- Of the states, California had the highest proportion of children whose fathers had less than a high school education (28 percent).

Fathers, Children, and Poverty

Growing up in poverty is a major risk factor for the well-being of children.

- From 1993 to 1997, an average of 9 percent of children with working fathers lived in poverty. That average jumps to 26 percent when children with working fathers living in or near poverty (that is, in families with incomes up to 185 percent of the poverty level) are included.
- Having both parents present helped reduce poverty levels: the poverty rate among children in single-parent families was 46 percent, while among those in two-parent families, it was about 10 percent. The poverty rate among children in two-parent families where the father worked full-time and the mother was not employed was 12 percent in 1997.
- The poverty rate among children with working fathers was highest in New Mexico, with 18 percent, and lowest in Maryland, below 3 percent. The poverty rate among children in two-parent families with a father working full-time was lowest in Rhode Island, with less than 1 percent, and highest in New Mexico, with 12 percent.

Fathers, Children, and Child Support

Given the numbers of children being raised by their mothers alone, having nonresidential fathers pay child support is often crucial to the economic well-being of the children.

- Although states were more active in child support enforcement (CSE) from 1995 to 1996 than they had been earlier, there was only a small increase in the collection of child support nationwide during that time. In 1995, the national collection rate among child support cases was 19 percent; in 1996, the rate was 21 percent.

- A recent report analyzing 1995 data estimated that only 63 percent of the $28.3 billion owed to custodial parents was actually paid. (This excludes informal payments without court agreements and/or CSE involvement.)
- State child support collection levels by case varied in 1996 from 10 percent in the District of Columbia to 42 percent in Vermont.

The Changing Face of Fatherhood

While the aggregate statistical data tell an important story about fathers, they do not tell the entire story. To date, the main focus of the responsible fatherhood movement has been poor noncustodial fathers and so-called deadbeat dads—nonresident fathers who have the ability to pay child support but do not do so. Recognition that different groups of fathers have different needs, and hence will benefit from different kinds of interventions, is important for those who wish to design and develop programs and policies for fathers. Understanding the needs of the various subgroups may increase states' success in providing appropriate services for these fathers and subsequently help their children. The 1997 edition of *Map and Track Fathers* elaborated on some of the different subgroups of fathers, including teens, single-parents, and incarcerated fathers. While there is overlap among subgroups of fathers, other subgroups can be identified, including working fathers trying to be more involved with their families, noncustodial fathers, African American and other minority fathers, and gay fathers.

An Overview of State Findings

As in 1997, all of the states responding to the NCCP questionnaire had at least one activity to encourage responsible fatherhood. In fact, based on the number of states that responded, there was proportionally little change from 1997 to 1999 in the number and types of responses. See Figure 1.

Figure 1
Changes in the Number and Percentage of Types of Initiatives Reported by the States, 1997–1999

Type of Initiative	1997 (N=52)*		1999 (N=45)*	
	Number of states reporting activity	Percentage of states responding with initiatives	Number of states reporting activity	Percentage of states responding with initiatives
Promote public awareness	39	75%	38	84%
Prevent unwanted or too-early fatherhood	40	77%	37	82%
Promote fathers as economic providers	46	89%	43	96%
Promote fathers as nurturers	40	77%	36	80%
Build leadership capacity	20	39%	22	49%

* Includes the District of Columbia and Puerto Rico.

Promoting Public Awareness

According to tipping point theory, broadened public awareness can be an important tool to build support for the emerging public perception of fathers as economically and emotionally responsible.

In 1999, 38 of the 45 responding states reported current activities using public awareness to promote responsible fatherhood. Two of the 38 states had only planned or piloted initiatives. Twenty-one states are implementing two or more public awareness initiatives to encourage responsible fatherhood. There was an increase in the proportion of states that have public awareness initiatives compared to 1997. These strategies include:

- Sponsoring conferences, forums, or summits on responsible fatherhood (11 states).
- Using sports teams to bring the message of responsible fatherhood to the public (10 states).
- Using public service announcements on posters, radio, television, or the Internet (22 states).
- Using special publications on fatherhood (9 states).
- Other strategies include the governor's declaring a special day to recognize the importance of parent involvement; the state reaching out to local programs to encourage their involvement in promoting responsible fathering; and the establishment of a public awareness committee with a mandate to develop new public awareness methods (11 states).

Preventing Unwanted or Too-Early Fatherhood

Young fathers and young mothers are especially vulnerable to poor outcomes for them and their children. Programs to prevent unwanted or too-early fatherhood mark a key early intervention strategy.

In 1999, 37 states indicated that they sponsor one or more initiatives to help prevent unwanted or too-early fatherhood. Of these states, 31 report that their initiatives have already been implemented, while six report having initiatives that are only in the pilot or planning stages. The nature of the initiatives varies greatly, from having a school curriculum to enforcing statutory rape laws to working with incarcerated youth. These strategies include:

- A school-linked strategy, usually a curriculum to help young men prevent unwanted fatherhood (12 states).
- Community-based programs funded or entirely run by the state (15 states).
- Federally-funded abstinence programs (8 states).
- Specialized direct-service programs that teach father responsibility through either case management, mentoring, or peer education (8 states).
- Pursuit and prosecution of older men who prey on younger women as statutory rape offenders (8 states).

- Other means, such as working with incarcerated youth, developing a task force on unintended pregnancies, developing plans for interagency collaboration around preventing unwanted or too-early fatherhood, encouraging state service agency staff to speak with and help young fathers, and working with businesses to promote positive youth development (10 states).

Enhancing Fathers as Economic Providers

Given the low national child support collection rates (nationally, CSE agencies collect from about 21 percent of the cases) and the large numbers of low-income fathers, strategies to promote economic family sufficiency among fathers is crucial.

A total of 43 states reported strategies to help fathers be better economic providers for their children, either by assisting low-income fathers with employment and training or by improving child support enforcement. Two of these states indicated their initiatives are either being planned or in the pilot phase. These strategies include:

- An employment and training program for low-income and unemployed fathers, often funded by TANF or Welfare-to-Work funds (29 states).
- Enhanced paternity establishment methods (18 states).
- Improving CSE procedures, including revoking driver and other state-issued licenses and using the Internet to post a top 10 "deadbeat dads" list, or enhancing methods of establishing paternity (22 states).
- Training staff at state and local service agencies, including Head Start, in CSE procedures (6 states).
- Continuing child-support pass-through (19 states).
- A state earned income tax credit (EITC) to low-income families (10 states).
- Other strategies, such as memoranda of agreement between state agencies and privately and publicly funded initiatives (14 states).

Strengthening Fathers as Nurturers

There are two reasons for states to develop strategies to promote fathers as nurturers. The first is that research on children suggests that in general (albeit with some exceptions), children with involved fathers do better. The second reason is that it is in the states' interest to promote economically responsible fathers. Increasing evidence suggests that fathers who are engaged with their children—whether they see them informally or through planned access and visitation—are more likely to pay child support, either in dollars or, for low-income fathers who lack fiscal resources, in in-kind contributions.

In 1999, 36 states indicated they were implementing one or more initiatives to promote fathers as nurturers. This contrasts with 40 of 50 states and the District of Columbia and Puerto Rico reporting such efforts two years ago, although, proportionally, the difference is not significant. Seven of the 36 reporting in 1999 indicated that most of their nurturing fatherhood programs are in the pilot or planning stage. Strategies include:

- Using access and visitation projects supported with federal funds from the welfare law (17 states).
- Sponsoring divorce and conflict mediation or counseling for divorcing or never-married couples (10 states).
- Providing programs for incarcerated fathers (9 states).
- Promoting father-friendly workplace policies (4 states).
- Other methods include establishing a putative father registry for men to volunteer paternity, and providing public assistance to mothers who marry the father of their child and outreach and parenting classes to new fathers (19 states).

Building State and Local Leadership Around a Fatherhood Agenda

A focus on leadership is key to promoting a policy agenda in the context of multiple state and local priorities. There are three clear ways of indicating leadership around a fatherhood agenda: (1) creating a state-level focus for engaging a broad group of stakeholders; (2) developing fiscal strategies to promote local program development and leadership; and (3) keeping track of funding levels.

In 1999, 22 states indicated that they have initiatives to build leadership capacity around responsible fatherhood. Two of them are in the pilot or planning stage. Strategies include:

- A designated individual or coordinating body to oversee fatherhood initiatives statewide (12 states).
- Keeping track of some or all fatherhood expenditures (11 states).
- Sponsoring community mobilization strategies to create coalitions or networks of community-based organizations or leaders (7 states).
- Using mini-grants to encourage innovative programs on fatherhood (8 states).
- Other strategies include using savings from TANF to sponsor fatherhood programs in state agencies; having state- and county-level staff receive training from the National Practitioners Network for Fathers and Families on how to engage fathers and develop responsible fatherhood programs; setting up local networks to help divorcing parents; and developing regional fatherhood coalitions for planning initiatives (4 states).

Beyond the Findings: Pending Issues for States and the Field

Bubbling up in the fatherhood literature, among practitioners, and indeed among fathers, are a series of emerging issues that will no doubt become more central in the coming years in response to the popular media, new policy directions, and fatherhood advocates. While a handful of states are addressing one or more of these issues, most do not. The issues include:

- Helping fathers in families trying to balance family and work responsibilities;
- Integrating strategies to encourage fathers as economic providers and as nurturers;
- Understanding the gender issues (including marriage) confronting the field;
- Connecting fatherhood to the broader child and family agenda;
- Keeping the momentum of the movement going despite changes in state leadership; and
- Building the knowledge base about fatherhood through research and improved statistics.

All of these issues have the potential to impact state policy decisions about responsible fatherhood and, depending upon how they are addressed, to "tip" the norms about fatherhood to encompass more active positive involvement with children from resident as well as nonresident fathers.

Reflections and Action Steps

Reflections on the Findings

Overall, the pattern of state findings suggests little change in state efforts to promote responsible fatherhood. States that seemed to be building momentum in 1997 continue to do so. But beyond this, much of the impetus for initiatives is driven by the availability of federal dollars through welfare reform and child support enforcement legislation. States continue to focus their initiatives on a limited number of subgroups of fathers. Further, only a handful of states are developing focused strategies to promote a view of fatherhood that encompasses both nurturing and economic responsibility. This is a loss not only for fathers, but even more importantly, for their children. It is also of concern that only a few states are addressing the issues and controversies that are emerging from the field. Below are highlighted themes emerging from the findings and suggested actions that states can take.

- Many states still focus on obtaining child support payments from absent fathers as their main method of ensuring responsible fatherhood. Although this has led to a slight increase in child support collections nationally, it ignores fathers in a family context and the nurturing role of fathers as well as research that shows a link between fathers as nurturers and fathers as economic providers.
- Where increased attention to fatherhood is visible, it appears that the catalysts are either the federal government or foundation initiatives. Thus, all reporting states indicate activities related to low-income fathers, particularly in response to welfare policy changes.
- There is evidence in a few states that the fatherhood agenda is spreading to other policy areas and is being integrated into a broader family agenda. This is evident particularly among those who work with young children (e.g., in Head Start), and in the areas of welfare reform, or domestic

violence prevention.

- States seem to be paying more attention to helping low-income fathers become better economic providers through fostering education and employment initiatives rather than focusing solely on traditional CSE strategies. This is due, in part, to increased federal funding from Welfare-to-Work grants but may also be due to the compelling body of research that suggests that low-income fathers who do not pay child support would pay if they had adequate employment.
- States, for the most part, continue to focus on a small subset of fathers, primarily noncustodial low-income fathers, teenagers, and, in a few states, incarcerated fathers. Very little attention is being directed to two-parent families or to parents in the context of their work. Only four states expressly stated that they were looking at father-friendly work policies. No state reported special initiatives to help custodial single-parent fathers.
- Although a number of states are beginning to deepen leadership strategies, only four states have developed leadership by implementing a combination of initiatives that show their commitment in philosophy and action to encouraging both financial and nurturing responsibility in fathering.

Action Steps for States to Take

This suggests nine key action steps that states might take to promote the well-being of fathers, and consequently their children:

1. Analyze and build on state fatherhood demographics.
   - Carefully analyze the demographics of fatherhood in each state.
   - Assess the fit between the demographics of fatherhood in the state and the actual support strategies to promote responsible fatherhood.
2. Strengthen state leadership and visibility around fatherhood issues.
   - Meet with fathers and their advocates from different subgroups to ascertain their needs and determine whether new state policies and practices might be developed in partnerships with them and other stakeholders from both the public and the private sectors.
   - Work with community and state leaders to create coalitions, commissions, or advisory boards around responsible fatherhood.
   - Designate governor's advisory staff to be responsible for overseeing fatherhood programming in the state.
   - Ensure that the state fatherhood agenda addresses both the economic and nurturing aspects of fatherhood.
   - Ensure that a broad fatherhood agenda is infused into all other aspects of the state's child and family policy agenda.
   - Allocate resources and build state-level and community-based collaborations to expand the fatherhood agenda.

3. Develop and expand strategies that allow fathers to be involved with their children as part of the state's overall policy.
    - Provide parent training and support in job-linked strategies to promote fathers as economic providers, using the emerging models that have been tested in settings ranging from community-based programs to welfare sites to prisons.
    - Review and revise child support enforcement policies to include promoting fathers as nurturers.
4. Build collaborations with child welfare and domestic violence advocates to ensure that there are mechanisms for protecting children in families that are having disputes over parental access, are in domestic violence situations, or whose safety may be otherwise jeopardized by fathers' behavior.
5. Take full advantage of federal opportunities to promote a fatherhood agenda that addresses the economic and parenting security of families. For example:
    - Use federal Welfare-to-Work funds to help noncustodial fathers find employment and become cooperative and contributing parents, or
    - Develop access and visitation programs that include never-married parents as well as children of divorcing or separated parents.
6. Create a mix of economic supports, in addition to improving child support collection and distribution methods, to help lift and keep children out of poverty. Some of these can be developed through state discretion, such as a state earned income tax credit, others by fully using federal benefits.
7. Promote father-friendly work policies by improving the state's own work policies and joining with the business and corporate community to foster family-friendly policies in private sector work settings.
8. Take deliberate steps to link the fatherhood agenda with other aspects of the state's child and family agenda, including early childhood initiatives, welfare reform, domestic violence, and income supplements.
9. Build the capacity to evaluate fatherhood programs, including assessing impacts on the well-being of children as well as their economic security, and monitor state spending on fatherhood.

Conclusions

The shift to responsible fatherhood seen through a societal lens appears to be approaching the tipping point where involved and nurturing fatherhood becomes the socially accepted norm. *Map and Track Fathers* adds information to the debate on how close the U.S. is to that tipping point as a nation and how actively the states are promoting responsible fatherhood. States, through their own actions and federal incentives, have opportunities before them that can help them better respond to the needs of individual fathers and encourage a social norm of fatherhood that is responsive both economically and psychologically. The states that are out front have modeled the ways other states can move. The task now is to spread the agenda so more fathers, children, and families can benefit.

INTRODUCTION

The State Dads Are In

by David Cohen

"It has helped that being an involved father has become socially acceptable on the street. I see many more young men taking care of their children than there used to be. I feel part of a norm."

Ben, a 45-year-old father who was largely absent in the early years of his son's life (now aged 11), but is now physically, emotionally, and financially committed as a father[1]

Understanding the Critical Role of States in Promoting Responsible Fatherhood

What makes an absent, uninvolved father change his behavior and take on his paternal responsibilities—physically, emotionally, and financially? This is a complex question to answer. It is the American way to admire a man's ability to rise above his demons as an extraordinary act of will, a triumph for the individual. But how and why individual fathers change their behavior is rarely that simple. The path from uninvolved to involved father is seldom a straight line from A to B along which a father travels, propelled by his own individual willpower. Peer pressure plays an enormously powerful role, as do religious leaders, community programs, and corporate culture. But so, too, do larger social norms.

This larger social picture is complicated by the fact that the two most prominent trends in fatherhood in the 1990s appear to contradict each other. There is the trend towards father absence on the one hand and father involvement on the other. The father involvement, moreover, is qualitatively different—more emotionally connected and integrated—from the kind of father involvement associated with previous generations of fathers in this century, who were typically involved with their children as dispensers of discipline, career advisors, and economic providers. So, while there are a significant number of fathers doing less than prior generations—not even being economic providers—a significant number of them are doing, and wanting to do, much more—being nurturers as well.

In the past, these two contradictory trends have been reconciled by dismissing greater father involvement as a worthwhile but limited middle-class phenomenon and father absence as a rampant characteristic of low-income neighborhoods.

But a growing body of national research and small-scale studies suggests that bifurcation by socioeconomic group is no longer valid and that there is a rising tide of father involvement across classes, with significant numbers of low- and middle-income fathers becoming, or wanting to become, more involved in the active upbringing of their children.[2]

For example, a 1997 U.S. Census Bureau report notes that poor fathers were almost twice as likely as nonpoor ones to care for their preschoolers while their wives worked, 43 percent versus 24 percent, respectively.[3] Moreover, blue-collar fathers and fathers in service occupations, such as maintenance, police, fire fighting, and security, were more than twice as likely as managerial or professional fathers to look after their children while their wives worked, 42 percent versus 18 percent.[4]

In 1995, a joint small-scale study by the Erikson Institute and the University of Chicago of 100 low-income African American families with children under age three living in the Robert Taylor Homes, in Chicago, Illinois—the largest public high-rise accommodation in the country—yielded even more surprising results.[5] The authors found that 56 percent of the fathers were described by the mothers as intimately involved in the daily care of their toddlers—things like braiding hair, reading, bedtime routine, dressing, and taking children to doctors; an additional 20 percent were involved in regular, though not as intimate, care of their child; and 66 percent of the fathers were described by the mothers as reliable providers of financial and material support. Fully 94 percent of these couples were not married, however, and would show up on the census as single-mother households with nonresident fathers. What's more, according to the authors of the report, their results are not inconsistent with those of other small-scale studies of low-income fathers with young children carried out elsewhere in the United States.

In addition to the results of published research, the emerging opinion of many hands-on practitioners working with fathers and of social scientists in the fatherhood field is that we are witnessing a significant shift towards responsible fathering up and down the income spectrum. They observe a new sensibility in low-income neighborhoods in which men who shun their responsibilities as fathers are disrespected on the street. Up until recently, many young urban American males considered it "cool" to dodge responsibility as a father—the line of the man on the street was, "A player plays but never pays." Today, that attitude is considered "uncool." According to many fatherhood experts, men are developing a new sense of understanding of the consequences of that attitude for children, which is resonating across ethnic groups, at every income level, throughout the country.[6]

The code of the street is changing. Increasingly, fatherhood practitioners say, fathers are showing up at schools, day-care centers, health centers, and parenting classes, in both middle- and low-income neighborhoods. Increasingly, practitioners are hearing spontaneous conversations among low-income men about their role as fathers. For the first time, too, they are seeing men visiting their friends and taking along their babies, spending quality time as groups of fathers and children together, just as mothers have always done. This is new, they say, and it suggests that social relationships between men and children

are changing to include nurturing as well as providing. Men, especially poor men, they say, never used to talk about being fathers in this way.[7]

In the midst of such a sea change, it is prudent to admit that much of the subject remains uncharted territory and that more research is needed. We need more hard data on what percentage of fathers are actually reengaging with their children, how that figure is changing over time, and exactly which critical interventions cause an absent father to return to his family. Nevertheless, social scientists have begun to suggest that what we are witnessing is nothing short of a social revolution—a revolution still in its infancy, one that could easily be set back—but a revolution, nonetheless, that is changing the code of what it means to be a man and which could have profoundly positive results for society.

Against this backdrop, the states have a window of opportunity in which to play a unique and critical role in promoting responsible fatherhood—both in setting the conditions to alter individual behavior (the microprocess) and in impacting the broader social code of fatherhood (the macroprocess). State policies and initiatives affect individual willpower directly through state interpretation and implementation of federal and state laws that create incentives to ease, or obstacles to block, opportunities for fathers to become more involved in a positive way with their children. State policies and initiatives also influence larger social expectations and norms through their effect on peer pressure, corporate culture, and community and religious support networks. Even more importantly, they set a framework for defining the parameters of responsible fatherhood: they can promote a view that encompasses both economic and nurturing dimensions or one that focuses more narrowly on only the economic dimension.

Applying a Public Health Model to Fatherhood Trends

A public health model, which does surprisingly well at plotting the path of social change, may help explain how state policies, programs, and initiatives fit into, and impact, the overall fatherhood picture. Epidemiologists explain that every medical epidemic has its "tipping point:" the point at which a low-level outbreak of a disease, such as influenza, changes from a stable phenomenon into a public health crisis. To contain an epidemic, one need not expunge the disease entirely, one need only keep the spread of the disease below the tipping point. But if it breaches that point, even huge amounts of effort can come to naught as the disease spreads with frightening momentum. Social scientists have long used this model to explain the spread of medical epidemics, but it has also successfully been applied to plot the trajectory of social problems like "white flight" in the 1970s and crime reduction in the 1990s.[8]

Applied to fatherhood, tipping point theory can illustrate, for example:

- why states should embrace those changes in welfare laws that give them new latitude to make fatherhood part of their welfare reform agendas;

- why it is important for states to see fathers as nurturers as well as economic providers;
- why a seemingly superficial state strategy like public service announcements, which use public personalities to promote responsible fatherhood, can have a sustained and powerful impact on male behavior;[9] and
- why small changes in state policy, programs, and funding can make a disproportionately large difference as society approaches the tipping point.

The key lesson of tipping point theory is that the spread of infectious agents does not follow a linear pattern. It is exponential. Malcolm Gladwell, a staff writer for the *New Yorker* who has written about tipping points as they relate to crime reduction, explains its nonlinearity concisely using a rhyme his father used to say to him: "Tomato ketchup in a bottle/None will come and then the lot'll."[10]

This assumption of nonlinearity may seem intuitive to us when we think about epidemics, but what if it described the curve of social change too? And what if it allowed us to think anew about what social programs promoting responsible fatherhood work? In the application of public policy and programs to social problems such as the renewal of blighted neighborhoods and the turning of absent fathers into responsible fathers, we tend to carry the expectation that every extra unit of resources employed should produce a corresponding result. In doing so, we are making a linear assumption. But tipping point theory suggests that the path of social change is not a straight line, but rather a curve that has flat and steep parts to it. When we are far from the tipping point, in the flat part of the curve, large amounts of resources have only incremental effects. Politicians need patience at this stage of the process as policies and programs result in seemingly little change. As we approach the tipping point, the steep part of the curve, well-targeted policies and programs produce results that are disproportionately large in relation to the effort put in. Once the tipping point is reached, the path of social change takes off with an exhilarating momentum of its own, and a new paradigm is developed where something that was marginal becomes mainstream.

Before we apply this analytical tool to thinking about responsible fatherhood, a key difference between medical epidemics and social shifts must be borne in mind. With a medical epidemic, the infectious agents of change are germs. With a social shift, the infectious agent of change is word of mouth, usually augmented by mass media. It is this that leads to the spread of the idea and then to critical changes not just in attitude, but in behavior. Social scientists believe this typically happens through a five-step process:[11]

1. A small group of risk-taking innovators launch the new idea into society or recognize and label an emerging trend.
2. The early adopters of the idea are usually opinion leaders or role models within their communities who have evaluated the idea and decided to adopt it; they are significant beyond their 10–20 percent of society because of their high public profile, their greater connection to social and interpersonal networks, and their exposure to the mass media.

3. The early majority, who make up approximately one-third of society, deliberate for a long time before taking on an innovation. They are the residents of mainstream, Main Street, U.S.A.

4. The late majority, also about one-third of society, accept an innovation out of economic need or sustained peer pressure. They tend, by nature or circumstance, to be more conservative and risk-averse than the early majority.

5. The laggards are traditionalists who resist an innovation even when it is in their own best interests not to do so.

The tipping point usually lies between the early adopters and the early majority. The early majority are therefore regarded as the critical link in the diffusion process. If an innovation is to succeed, they are the people who have to be won over, whose behavior has to change. But once they are won over and the tipping point is reached, the innovation achieves what is known as takeoff and rapidly becomes mainstream.

Applying Theory to Real Life

In applying this theory to the social shift to responsible fatherhood, two distinct stages can be identified.

In the 1980s, the very existence of the responsible father—one who willingly took on his paternal responsibilities, physically, emotionally, and financially —was parodied and ridiculed, first as the fanciful invention of advertisers, second as a man of doubtful masculinity. These fathers, often dubbed "new men," were few in number in proportion to the total population of fathers, but they introduced the new father into society. They were the risk-taking innovators.

In the mid-1990s, however, it became more difficult to doubt the existence of the economically responsible and nurturing father. He showed up in serious demographic research findings, as seen in the following phenomena:

- Fathers raising their children alone—who, according to the March 1998 Current Population Survey (CPS) number 2.1 million, making up one-in-six single-parent families—are the fastest growing family type today.

- The arrival of the househusband, whose day is spent looking after the children and doing the housework while his partner earns the living. These are men who, by choice or circumstance, have role-swapped and who, despite being initially marginalized, have become considerably less so as their numbers have swollen to over 300,000.[12]

- The rise of the working father who, like the working mother, juggles work and family commitments. A burgeoning number of fathers—an aggregate of 20 percent according to U.S. Census Bureau Reports, rising to 42 percent among certain segments of fathers (such as blue-collar fathers and fathers in service occupations)—provide physical child care for their children while their partners work.[13] The culture in the work-

place is shifting too. More men are "coming out of the closet" about being fathers, sectioning off time for important school days and helping out at home when children are ill.[14]

- The rise of the father who spends more time with his children, and in a qualitatively different way, than previous generations—whether he is married, never-married, or divorced, custodial or noncustodial. For example, a study by the Families and Work Institute found that working men in dual-income families are spending 2.3 hours a day with their children, up 28 percent from 1.8 hours in 1977, whereas for working women, the corresponding figure is 3.0 hours a day, down from 3.3 hours.[15] They also found that for the first time, fathers are spending more time with their children than on their hobbies, which perhaps says more about the reordering of male priorities than any other measure.[16]

In addition, a significant number of high-profile American personalities in fields as diverse as entertainment, sports, politics, and the civil service have embraced responsible fatherhood in a highly visible way. Actor/rapper Will Smith, and prominent athletes such as Wayne Gretzky, John Ellway, and Mark McGwire all cut public images as involved dads.[17] Vice President Al Gore promotes responsible fatherhood both as a politician and in person.

But the public embrace of responsible fatherhood has also come from the most unexpected quarters. Rap artists (such as LL Cool J, Snoop Doggy Dogg, and Common), the traditional antiheroes of the music industry, whose influence on young African American males is especially important, have taken it upon themselves to tackle fatherhood issues in their personal and public lives as well as in their lyrics.[18] Even that bastion of male machismo, the police force, has borne witness to the recent announcement by the nation's top cop, FBI director Louis Freeh, who publicly declared that he was taking paid paternity leave, an announcement immediately interpreted in the media as a sign that working fathers in the police force, the civil service, and society do not have to hide. All these men are among the early adopters.

Today we appear to be in the critical zone between the early adopters and the early majority. In 1998, approximately 70 percent of working fathers said they would like to spend less time at work and more time with their families, compared to 12 percent two decades earlier, in 1977.[19] Research by the Kaiser Family Foundation reported in the *Washington Post* in 1998 reveals that success in work and success in family life—and resolving the tension between them—are the foremost concerns of married men.[20] Social scientists are uncovering a sea change in the aspirations, if not always the behavior, of working fathers.[21] Cynics might argue that many fathers are only saying what is socially acceptable, but the fact that responsible fatherhood has become politically correct is itself significant, especially the new sensibility beginning to emerge in low-income neighborhoods in which men who shun their responsibilities as fathers are shown disrespect on the street.

The large gap that has opened up between aspirations and behavior, on top of an already significant number of fathers modeling responsible fatherhood behavior, should signal a clear political opportunity for policymakers. This is

the zone where the tipping point lies—once in the zone, opportunity for change is especially magnified. To borrow a baseball term, the bases are loaded. In this part of the curve, small shifts in social policy and judicious allocation of resources can leverage disproportionately dramatic results.

We cannot know exactly when the tipping point will be reached—optimists may see it as imminently achievable within 5–10 years; pessimists may believe it will take longer than that; cynics will doubt that men can ever get there. But we do know that there are many tipping points—there is the tipping point in society as a whole, but each state, each county, each city, each neighborhood all have their own tipping points as well. And more importantly, although we cannot know exactly where the threshold is, we are not bystanders in this process of change: public policy and wise use of resources can help lower the tipping point. This is why a document such as *Map and Track: State Initiatives to Encourage Responsible Fatherhood* is so important. It holds a mirror up to the states, identifying those most active in promoting a vision of economically responsible and nurturing fatherhood while at the same time documenting the concrete strategies states can and are using to reach the tipping point. It is a testament to where the states are for dads and a call to action to policymakers across the country on behalf of fathers.

It was not that long ago that society stood on the cusp of another tipping point in social affairs. A special issue of *Time* magazine on March 20, 1972, headlined "The New Woman, 1972," ran a lead article that noted: "The New Feminism ... is a state of mind that has raised serious questions about the way people live—about their families, home, child rearing, jobs, governments, and the nature of the sexes themselves. Or so it seems now. Some of those who have weathered the torrential fads of the last decade wonder if the New Woman's movement may not be merely another sociological entertainment that will subside presently, like student riots...." In addition, they wrote: "The women's issue *could* involve an epic change in the way we see ourselves, not only sexually but historically, sociologically, psychologically, and in the deeper, almost inaccessible closets of daily habit. Its appearance has startled men and women into self-perception. It has outraged some, freed others, left some sarcastically indifferent. Men and women have shared equally in all three reactions (emphasis added)."[22]

Three decades ago, "the new feminism" was in the wedge between marginal (early adopters) and mainstream (early majority), and it, too, had its doubters and devotees. This is the zone where "the new fatherhood" is today. The shift to responsible fatherhood is approaching the tipping point. It could easily be set back. It certainly will not get there without a push. But in the zone of the tipping point, huge social shifts are possible. For policymakers, it is the zone of maximum leverage.

This second edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood* will document how states are approaching the tipping point through policy and programs and paints a portrait of fathers' involvement in their children's lives.

Endnotes

1. Based on personal interviews conducted by David Cohen with low-income fathers in 1997 and 1998.

2. See, for example, Ash, D. O. (1997) *Face to face with fathers: A report on low-income fathers and their experience with child support enforcement.* Chicago, IL: Center on Fathers, Families, and Public Policy.

3. Casper, L. M. (1997). *My daddy takes care of me: Fathers as care providers* (Current Population Reports, Household Economic Studies P70-59). Washington, DC: U.S. Department of Commerce, Bureau of the Census.

4. *Ibid.*

5. Hans, S.; Ray, A.; Bernstein, V.; & Halpern, R. (1995). *Care giving in the inner city.* Chicago, IL: The University of Chicago and The Erikson Institute.

6. Based on interviews with Ed Pitt, Geoffrey Canada, and Professor Aisha Ray, as reported in Cohen, D. (1998). One dad's redemption: Does Ben Middleton's private revolution herald a public shift. *The New York Times,* Dec. 20, Section 14, pp. 1, 12.

7. Ibid.

8. Gladwell, M. (1996). The tipping point: Why is the city suddenly so such safer–could it be that crime really is an epidemic? *The New Yorker,* Jun. 3, 72(14), pp. 32–37.

9. For examples of public awareness strategies from the states see Chapter 4 of this report and Knitzer, J. & Bernard, S. (1997). *Map and track: State initiatives to encourage responsible fatherhood.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

10. See Gladwell in endnote 8.

11. Rogers, E. M. (1995). *Diffusion of innovations, 4th ed.* New York, NY: Free Press.

12. Levine, J. A. with Pitt, E. W. (1996). *New expectations: Community strategies for responsible fatherhood.* New York, NY: Families and Work Institute.

13. See Casper in endnote 3.

14. See, for example Pleck, J. (1997). Paternal involvement: Levels, sources, and consequences. In M. E. Lamb (Ed.), *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

15. Bond, J. T.; Galinsky, E.; & Swanberg, J. E. (1998). *The 1997 National Study of the Changing Workforce.* New York, NY: Families and Work Institute.

These figures were self-reported and so ran the risk of being biased towards socially-acceptable answers. However, the report authors say that they established a built-in check: they asked the mothers and found that the father's estimates tracked what the mothers said they did.

16. *Ibid.*

17. Wahl, G. & Wertheim, J. with Munson, L. & Yaeger, D. (1998). Paternity ward: Fathering out-of-wedlock kids has become commonplace among athletes, many of whom seem oblivious to the legal, financial, and emotional consequences. *Sports Illustrated,* May 4, p. 62.

18. See Chambers, V. (1998). Family rappers. *Newsweek,* Jan. 19, pp. 66–68

19. See Bond, Galinsky, & Swanberg in endnote 15.

20. Morin, R. & Rosenfeld, M. (1998). With more equity, more sweat: Poll shows sexes agree on pros and cons of new roles. *Washington Post,* Mar. 22, p. A01.

21. See Casper in endnote 3, Hans, Ray, Bernstein & Halpern in endnote 5, and Morin & Rosenfeld in endnote 19.

22. The American women, *Time* special issue. (1972). *Time,* Mar. 20.

CHAPTER 1

About *Map and Track Fathers*

"When I first met David he was fourteen and his girlfriend was pregnant. He was in the ninth grade, and he was failing at school because he was stressed out about becoming a father. He and his girlfriend sat down and discussed things. He said that he didn't feel ready to be a father and he wanted to finish school. They didn't want to get an abortion, so they got her aunt to adopt the baby. So what I had to do was get David back on track with school. He's a really good kid. I have his report card where he had all Fs and I have a [newer] report card where he has all As and Bs. He's passed every class and that's because the stress has been lifted off of him.... David has done exceptionally well. He listens to advice and makes good decisions—he's a very intelligent young man. Next year David's going to be in eleventh grade. I want to see him walk across the stage and get his diploma—I'm so proud of him, it's like watching my own child...."

A staff member working in a teen pregnancy prevention and fatherhood support program

"He won't pay child support because now I don't let him see his son—the last time he came to see his son, he was drunk while driving a car. [He] hasn't seen his son in two years: he hasn't sent him a birthday card or Christmas card—nothing."

Susan, a 30-year-old mother with three children aged six, four, and two; she is married to the father of her two youngest children, but the father of her six-year-old is not in their life

What Is *Map and Track Fathers?*

In 1997, the National Center for Children in Poverty, with funding from the Annie E. Casey Foundation, produced *Map and Track: State Initiatives to Encourage Responsible Fatherhood.* In the first edition of *Map and Track Fathers,* it was found that every state, the District of Columbia, and Puerto Rico had at least one program, policy, or initiative to promote responsible fatherhood. This edition of *Map and Track Fathers* continues to identify and profile the strategies and initiatives states are using to encourage responsible fatherhood and, to the extent possible, it tries to give a picture of how states have changed over the last two years.

The 1999 edition of *Map and Track Fathers* addresses four questions that are central to developing an understanding of state strategies to promote responsible fatherhood:

- As we head into the new millennium, to what extent are state policies and practices responsive to the complex demographic picture of fatherhood that is emerging?
- What specific strategies are states developing to promote responsible fatherhood, and how do these strategies vary from state to state and from those used two years ago?
- To what extent are states providing leadership in developing policies and practices that promote responsible fatherhood, from an economic, social, and psychological perspective?
- What are the lessons for future state efforts from the current status of state activities to promote responsible fatherhood?

To answer these questions, *Map and Track Fathers* provides two sets of information:

- National and state-by-state indicators that give a profile of fathers and fatherhood collectively and in each state, and
- Aggregate and state-by-state information on the policies and practices regarding responsible fatherhood using the *Map and Track Fathers* framework.

The *Map and Track Fathers* Framework

The demographic data that are provided nationally and for each state present a snapshot picture of how fathers (and in some cases, mothers) and their children are faring with regard to family structure, employment, educational attainment, poverty status, and state activity in collecting child support. *Map and Track Fathers* focuses on five different sets of strategies, each addressing a unique aspect of the fatherhood challenge. Research on state and local programs and policy, as well as studies on the importance of responsible fathering in child development,[1] provide a rationale for each strategy as briefly outlined below. (For consistency of tracking, the strategy clusters are the same as those used in the first edition of *Map and Track Fathers.*)

Promoting Public Awareness About Responsible Fatherhood

In order to create social change, the public, as well as those most directly affected, must see the need for change and embrace it. Since the previous edition of *Map and Track Fathers,* there is growing evidence, explainable by tipping point theory, that public awareness strategies can have larger effects than initially anticipated.[2] Further, public awareness campaigns are a barometer of the extent to which a state's overall fatherhood approach is traditional (that is, focused primarily on the economic aspects of fatherhood) or comprehensive (encompassing nurturing dimensions as well). The introduction to this

edition discussed what the popular culture is doing to create awareness and acceptance of responsible fatherhood (e.g., rap musicians and sports figures embracing responsible fatherhood). A review of public awareness strategies reveals what states are doing to get information on responsible fatherhood to the public and how, if at all, their approaches have changed since 1997.

Preventing Unwanted or Too-Early Fatherhood

To date, most pregnancy prevention programs focus on adolescent females. However (although teenage girls are increasingly likely to have sex at a younger age[3]), adolescent boys continue to have their first sexual intercourse earlier than adolescent girls. By paying attention to young males in their pregnancy prevention programs, states may be able to help teenage boys make appropriate and responsible sexual decisions. Therefore, *Map and Track Fathers* monitors state initiatives that address preventing unwanted or too-early fatherhood, whether they are state-supported or funded through federal abstinence-education grants.

Enhancing Fathers as Economic Providers

Fathers play an important role in their children's lives, both financially and emotionally. For custodial and noncustodial fathers alike, their financial function plays a big part in how they interact with their children and their children's mother.[4] There are two aspects to promoting fathers as economic providers. The first, and most traditional (and in many ways the least successful),[5] is through child support enforcement (CSE) efforts. Thus, how states administer their CSE programs is very significant, especially given the overall relatively poor levels of performance across the states.[6] In particular, while child support is also important for nonpoor mothers, it is crucial to the effectiveness of welfare reform. Child support has the potential to help many mothers who have left the welfare system stay off the welfare rolls. Although child support payments, by themselves, will not lift poor families out of poverty, when coupled with low-paying jobs and other income supports (e.g., the earned income tax credit), they can substantially decrease the level of poverty experienced by single mothers.[7] Studies have shown that even partial payment of child support or in-kind supports provided by poor or unemployed fathers can help children in poor families.[8] Thus, it becomes increasingly important for states to link CSE to other efforts that can lift and keep families out of poverty. Most recently, and largely under the impetus of federal welfare reform, states have a new awareness that many fathers, particularly low-income fathers, cannot pay child support because they are unemployed or have low-wage jobs. Thus, helping fathers to acquire stable employment with sufficient pay to care for their children is the second aspect to promoting fathers as economic providers. *Map and Track Fathers* also monitors state activities in this area of increasing state focus.

Strengthening Fathers as Nurturers

The role of fathers as nurturers is not only receiving more study by researchers, but also is gaining more recognition among the general public. Previously, fathers who provided care for their children were seen as overly sensitive "Mr. Moms" taking the place of a working mother or as a "father knows best" who, after a hard day's work, stepped in to solve the family crisis of the day. But now, research is showing that fathers are partnering with mothers to care for their children, sharing the burden of work and caregiving. Although much of the research on fathers as nurturers tends to focus on white, middle-class, highly educated men in two-parent families, an increasing number of studies are showing that low-income, noncustodial, and nonresident fathers are also caring fathers.[9] As more research is done in this area, it is expected that the nurturing father, who was once thought of as the exception, will be considered the norm. Therefore, this report also focuses attention on state efforts to promote nurturing parenting by fathers.

Promoting Leadership Capacity

Responding to the new focus of larger social attention on fatherhood issues marks an emerging challenge for states. *Map and Track Fathers* assesses state leadership efforts on behalf of fatherhood in two ways. The first is by exploring those few states that are developing a focal point for coordinated leadership at the state level. The second is by highlighting those states funding or otherwise encouraging local-level leadership, either by supporting local program initiatives and/or by seeding efforts for community mobilization around fatherhood.

Taken together, this combined policy and demographic framework provides a picture of the specifics of state activities regarding fatherhood and an overall view of how states are defining responsible fatherhood. The analysis highlights those states taking a narrow and traditional definition as well as those early innovators seeking to broaden a policy-related view of fatherhood to include not just the economic aspects of fatherhood but also the nurturing aspects. The innovators, in short, are the states helping to shift the larger social balance, to encourage responsible fatherhood according to the tipping point theory identified in the introduction.

How *Map and Track Fathers* Data Were Collected

The research methodology for this edition of *Map and Track Fathers* builds on previous editions in the series. Two questionnaires on state fatherhood initiatives were sent to all 50 states, the District of Columbia, and Puerto Rico. (See Appendix A.) The first questionnaire was a general one asking states to update information from the 1997 edition and to describe any new programs in detail. The general questionnaire also includes questions on the implementation stage of programs (e.g., full statewide implementation or pilot in one or more communities) and their overall cost to the state. A second questionnaire was sent specifically to administrators of the Temporary Assistance to Needy Families (TANF) program to determine the links

between fatherhood and welfare programs and whether states are planning to use Welfare-to-Work funds to provide education and job training to nonresident fathers of children receiving welfare. Demographic data were analyzed by NCCP's Demography Unit, utilizing information from the March Current Population Surveys collected annually by the U.S. Bureau of the Census (see Appendices C and D). Child support data was derived from information presented in the U.S. Office of Child Support Enforcement's 21st annual report to Congress.[10] After initial data collection and review, site visits were made to three states to profile their efforts to address fatherhood issues. These, along with examples of city and county leadership, reflect the multiple pathways that policymakers and program designers can take to promote responsible fatherhood.

How *Map and Track Fathers* Is Organized

Map and Track Fathers is organized to help the reader gather information quickly and efficiently. The Executive Summary highlights the framework of the report as well as the important findings. It also discusses the implications of the report for state policymakers and advocates of responsible fatherhood. To set a larger social context, the introduction, "The State Dads Are In," gives a societal view of fatherhood and describes the process by which public perception can change regarding responsible fatherhood. The introduction was written by David Cohen, an award-winning journalist from the United Kingdom who is spending two years studying fatherhood issues in the United States.

This chapter provides an overview of the framework. Chapter 2, "The Faces of Fatherhood," gives demographic findings and offers a qualitative look at the changing face of fatherhood nationally, highlighting particular subgroups of fathers. Chapter 3, "Dads in the States," summarizes the findings from the states and explores a set of emerging issues not clearly addressed by the states as reflected in the findings. Chapter 4, "State Leadership in Action," focuses on profiles of three states, a city, and a county providing leadership with fatherhood initiatives that reflect attention to a range of fathers and both the economic and nurturing aspects of fatherhood. Chapter 5 gives a state-by-state overview of policy and program initiatives based on responses from 45 of the 50 states,* the District of Columbia, and Puerto Rico and provides key statistical indicators for each state. Throughout the report, quotes from fathers (or mothers) are included. Most came from fathers interviewed during the site visits, others came from published sources.

* The term 'states' in this report includes the District of Columbia and Puerto Rico unless otherwise noted.

Endnotes

1. For information on state policy and programs prior to *Map and Track Fathers*, see Brenner, E. & Horn, W. (1996). *Seven things states can do to promote responsible fatherhood*, and Brenner, E. & Orr, D. (1996). *What states are doing to promote responsible fatherhood.* Washington, DC: Council of Governors' Policy Advisors. Also see the Seven Core Learnings of the National Center on Fathers and Families at the University of Pennsylvania. For information on fathers' role in the development of children see, for example, Lamb, M. E. (Ed.). (1997). *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

2. In 1998, Virginia's media campaign on fatherhood was evaluated by the Center for Survey Research at the University of Virginia. The media campaign reached 37 percent of Virginia's adult population. The evaluation revealed significant positive changes in public knowledge, attitudes, and behaviors towards father involvement as a result of the campaign. For further information on the campaign and the evaluation report, contact Ron J. Clark, Director, Virginia Fatherhood Campaign, at (804) 786-7367.

3. Sonenstein, F. L.; Stewart, K.; Lindberg, L. D.; Pernas, M.; & Williams, S. (1997). *Involving males in preventing teen pregnancy: A guide for program planners.* Washington, DC: The Urban Institute.

4. See for example, Ash, D. O. (1997). *Face to face with fathers: A report on low-income fathers and their experience with child support enforcement.* Chicago, IL: Center on Fathers, Families, and Public Policy, c/o Family Resource Coalition.

5. Sorensen, E. & Turner, M. (1996). *Barriers in child support policy: A literature review* (LR-SB-96-04). Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

6. Scoon-Rogers, L. (1999). *Child support for custodial mothers and fathers: 1995* (Current Population Reports, Consumer Income Series P60-196). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

7. Roberts, P. (1998). The potential of child support as an income source for low-income fathers. *Clearinghouse Review*, 31(11–12), pp. 565–583.

Also see, U.S. General Accounting Office. (1998). *Welfare reform: Child support an uncertain income supplement for families leaving welfare.* Washington, DC: U.S. General Accounting Office.

8. Pirog-Good, M. (1993). In-kind contributions as child support: The teen alternative program. In R. I. Lerman & T. J. Ooms (Eds.), *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press.

9. Hans, S.; Ray, A.; Bernstein, V.; & Halpern, R. (1995). *Care giving in the inner city.* Chicago, IL: The University of Chicago and The Erikson Institute.

10. U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1998). *Child support enforcement 21st annual report: For the period ending September 30, 1996.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

CHAPTER 2

The Faces of Fatherhood

"By watching the teachers deal with a class of screaming kids I understood that kids respond well if you talk to them in a calmer voice; if you sit down and talk to them instead of yelling at them; if you say, 'Make a good choice.' My kids could never understand why Daddy was always yelling and spanking. I didn't have self-control—the fathering course has taught me self-control."

Harry, a 28-year-old unmarried custodial father of three sons, aged five, nine, and 10, and of two daughters who live with their mother

"I can now say that when I walk out of these gates in April that I have a priority and that is to get to know my son and to raise him the best I know how. I've learned ... that it's not going to be easy. It's hard to understand what my son goes through because he doesn't know me. I learned from the program [in prison] that when a father just jumps back into his son's life, it's like one person meeting a stranger. That's what's happening—he's meeting me as a stranger."

Jerry, an unmarried 30-year-old father of a 12-year-old son, is serving five years for grand theft, dealing in stolen property, and forgery

What does the typical American father look like? Is there a representative father whom policymakers can point to as the archetype? Statistically, one can paint a portrait of the majority of fathers in this country in 1998: They are white and non-Hispanic (74 percent), have more than a high school education (55 percent), make above $30,000 annually (59 percent), and are over age 31 (84 percent). (See Figure 2.1.) Most practitioners who work with fathers would disagree with this picture. Just as America is a mosaic of diverse ethnic and social backgrounds, so, too, are American fathers diverse. Using demographic data and an analysis of subgroups of fathers, this chapter provides a national picture of the various faces of fatherhood. It shows how fathers are faring nationally and, to a degree, in the states, with regard to family structure, employment, education, poverty, and child support. It also highlights some of the individual subgroups of fathers that make up the faces of fatherhood in this country and could benefit from differentiated policy and practice strategies.

The national statistics represent 1997 or 1998 data where available from the March Current Population Survey (CPS). State data are based on five-year

Figure 2.1

A National Profile of Fatherhood, 1998

Characteristic		Teenage fathers (%)	Single-parent fathers (%)	All fathers (%)
Race and ethnicity	Non-Hispanic white	52.6	69.3	73.6
	Non-Hispanic black	13.5	13.1	8.6
	Hispanic	31.4	13.6	12.7
	Other	2.5	4.1	5.0
Education	Less than high school	66.9	21.2	13.6
	High school	23.8	42.4	31.6
	Above high school	9.4	36.4	54.8
Earnings	Under $5,000	49.5	8.4	4.5
	$5,000–30,000	50.5	52.5	36.3
	Above $30,000	0	39.2	59.1
% in labor force but did not work at full-time, year-round jobs		57.7	24.6	14.3
Age	Under 21	100.0	2.6	0.6
	21–30	0	25.1	15.7
	31–40	0	36.2	42.3
	Above 40	0	36.1	41.5

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March 1998 Current Population Survey, U.S. Bureau of the Census. Information on Puerto Rico is not included in the survey.

averages in order to bolster sample sizes that are too small to yield reliable statistics for a single year, and refer to the years 1993 through 1997 or 1994 through 1998, again as the data were available from the annual March CPS. Wherever there is a change in the years used for data sampling, it is so indicated. All statistics were derived by NCCP unless otherwise noted.

A Demographic Profile of Fathers

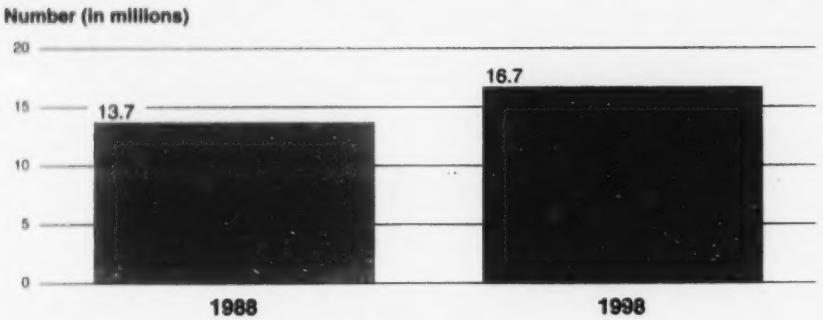
Fathers, Children, and Families

Most of the statistical information on fathers and families presented in the first edition of *Map and Track Fathers* has changed very little over the past two years. For example, the proportion of children living in families where only the mother is present has remained around 24 percent from 1996 to 1998 and included about 17 million children (see Figure 2.2). The proportion of father-only families among all single-parent families rose slightly, from 14 percent in 1996 to 16 percent in 1998. This change did not significantly affect the proportion of father-only families among all family types—about 4 percent between 1996 and 1998. Over the past decade, however, there has been a 76 percent increase in the percentage of children being raised in father-only families. Among mothers in mother-only families, 42 percent had never married and half (50 percent) were divorced or separated. Fathers in father-only families were more likely to be divorced or separated (57 percent) than never-married (34 percent). Within the states, the percentage of children living in mother-headed families was highest in the District of Columbia, with 56 percent. The percentage of children living in father-headed families was highest in Alaska, with 6 percent.

Figures 2.3 and 2.4 show the dramatic increase in the number and percentage of children in father-only families over the 10-year period from 1988 to 1998. Mother-only families also continued to increase, while the number of two-parent families remained virtually constant.

Figure 2.2

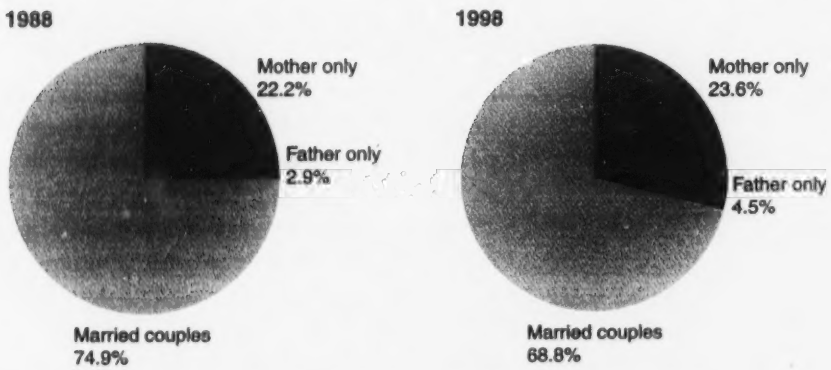
Number of Children Under Age 18 Living in Mother-Only Families, 1988 and 1998



Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the U.S. Bureau of the Census, March Current Population Surveys, 1988 and 1998.

Figure 2.3

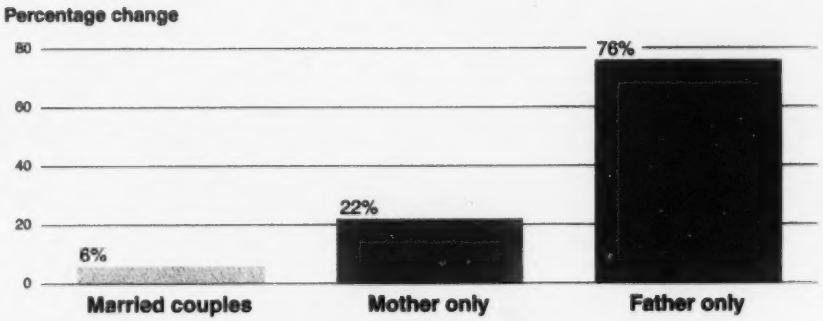
Percentage of Children Under Age 18 in Families of Various Types, 1988 and 1998



Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the U.S. Bureau of the Census, March Current Population Surveys, 1988 and 1998.

Figure 2.4

Percentage Change in Number of Children Under Age 18 in Families of Various Types, 1988–1998



Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the U.S. Bureau of the Census, March Current Population Surveys, 1988 and 1998.

Fathers, Children, and Work

In 1997, most children under age 18 with working fathers had fathers who worked full-time (86 percent). About 28 percent of all children had mothers who were unemployed, despite data showing that it is increasingly necessary for families to have two wage earners to avoid poverty (see "Fathers, Children, and Poverty" below).

Fathers, Children, and Schooling

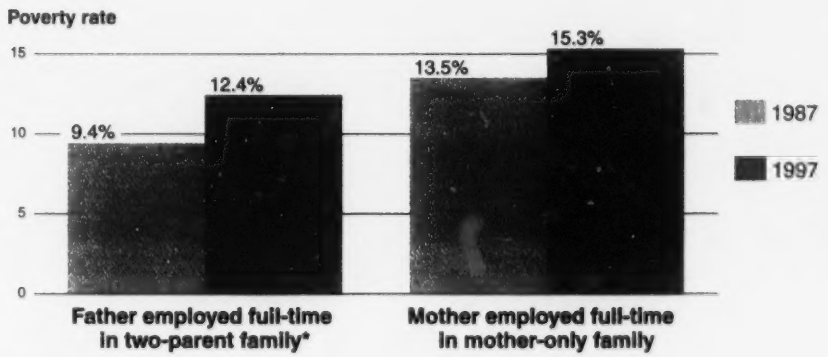
Parental education is important to children, because there is a direct correlation between schooling and employment. Between 1994 and 1998, 31 percent of U.S. children had fathers with only a high school education, and almost 54 percent had fathers who had gone beyond high school. Thirty-four percent of children had mothers with only a high school education, while 49 percent had mothers with more than a high school education. Of the states, during the same period, California had the highest proportion of children whose fathers had less than a high school education (28 percent).

Fathers, Children, and Poverty

National figures show that children who lived with a father employed full-time were not guaranteed immunity from poverty. From 1987 to 1997, the poverty rate among two-parent families where only the father worked and did so full-time increased, from 9 percent to 12 percent (see Figure 2.5). From 1993 to 1997, an average of 9 percent of children with working fathers lived in poverty. When children with working fathers living in or near poverty (in families with incomes up to 185 percent of the poverty level) are counted, the average jumps to 26 percent. Having both parents present helped reduce poverty levels: the poverty rate among children in single-parent families was 46 percent, while among those in two-parent families, it was about 10 percent. The average poverty rate over the five-year period, 1993–1997, among children with working fathers was highest in New Mexico, with 18 percent, and lowest in Maryland, below 3 percent. The poverty rate among children with a father working full-time was lowest in Rhode Island, with less than 1 percent, and highest in New Mexico, with 12 percent.

Figure 2.5

Poverty Rates of Children Under Age 18 in Families with Only One Full-Time Working Parent, 1987 and 1997



* Mother not employed

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the U.S. Bureau of the Census, March Current Population Surveys, 1987 and 1998.

Fathers, Children, and Child Support

There are four steps to child support enforcement: establishing paternity, establishing a child support order, collecting the support owed, and distributing the collected support to the custodial parent and children. Given the numbers of children officially being raised by their mothers alone, the payment of child support by nonresidential fathers is often crucial to the economic well-being of the children.[1] The latest estimate is that 29 percent of all children living in families live with only one parent (primarily, although not exclusively, the mother). (See Figure 2.3.) Although states became more active in child support enforcement from 1995 to 1996, there was only a small increase in the collection of child support nationwide during that time. A recent report analyzing 1995 data estimated that only 63 percent of the $28.3 billion owed to custodial parents was actually paid.[2] (This excludes informal payments without court agreements and/or child support enforcement involvement.) In 1995, child support enforcement agencies collected from 19 percent of the noncustodial parents owing support.[3] In 1996, the child support collection rate was 21 percent. State levels varied from 10 percent in the District of Columbia to 42 percent in Vermont.[4]

The Changing Face of Fatherhood

State-by-state and national demographic data paint one view of fathers. But for those interested in program development and policies, it is also useful to pay attention to the many subgroups of fathers.[5] To date, the main focus of the responsible fatherhood movement has been poor noncustodial fathers[6] and so-called deadbeat dads, nonresident fathers who have the ability to pay child support but do not do so. But as was pointed out in the previous edition of *Map and Track Fathers,* states are beginning to recognize that different groups of fathers have different needs, and hence will benefit from different kinds of interventions. The previous edition of *Map and Track Fathers* elaborated on some of these different subgroups of fathers—including teen fathers, single-parent fathers, and incarcerated fathers. While there is overlap among the groups, other subgroups can be identified, including working fathers trying to be more involved with their families, noncustodial fathers, minority fathers, and gay fathers.[7] Each of these groups face special challenges that are important to understand in designing and developing programs and policies.

The Good Family Man

As was the case in 1997 when *Map and Track Fathers* was first published, most children under age 18 in 1998 lived in homes with a father present (73 percent), and most of these children lived with a full-time working father (86 percent). Because men who are working and married to the mothers of their children are exhibiting responsible behavior that society sees as acceptable, they are often overlooked as a focus of attention in efforts to promote responsible fatherhood. However, because of their responsible fathering behavior, these men, whom David Blankenhorn calls "the good family man,"

may be in just as much need of support as other subgroups of fathers.[8] Blankenhorn says these men often go unrecognized in scholarly and expert discussions on fatherhood. Thus, they are overlooked by policymakers and specialized programs to help men. (See Box 2.1.)

For example, many husbands and fathers have to make the daily choice between commitments to work and family. They would benefit from family-friendly work policies that would allow them to care for their families while earning enough to support them. Low-income fathers could also benefit from family-friendly state policies that allow greater cash disregards and payments to two-parent families, as was incorporated into the 1996 welfare reform legislation.[9] They could also benefit from job training and education that would allow them to advance to higher paying jobs and those with insurance coverage for their families. In addition, state and federal income supplement programs such as the earned income tax credit can provide more money for family needs.

Box 2.1

Stanley's Story

Stanley is black, is 78 years old, has an eighth-grade education, and is the father of 12 children. He quit smoking in 1952, the day his first child was born, because, he says, "I couldn't afford that habit and children at the same time." That same year, he also gave up a promising boxing career to become a cabinetmaker. When he was still young, he and his wife (now married 47 years) both worked, he the day shift and she the night shift, to be able to give their children the best education and the best support they could afford financially and emotionally. In the 1970s, Stanley earned $120 per week and yet managed to save enough to move his family from a three-bedroom apartment in a public housing complex into a five-bedroom house. He has also sent his children to college and has lived to see them start families of their own. Stanley now has 34 grandchildren. Although pension and social security are his only source of income, Stanley is worried about how his children are going to support their families in the current economy.

Stanley believes that what made him endure and gave him the strength to be a good father is his ability to never lose hope. Despite the poverty and all the setbacks, he always thought, "Yesterday is not going to be as good as tomorrow." Stanley has never won an award for father of the year.

Source: Stanley N. Bernard's account of the experience of his father, Stanley G. Bernard.

Noncustodial Fathers

Noncustodial and nonresident fathers constitute another large group. These men do not reside with their children for a host of reasons, including divorce, separation, incarceration, and lack of marriage. The data reveal clearly that most children benefit from contact with their fathers, whether they live with them or not.[10] (There are, of course, exceptions—for instance, when fathers pose a danger to their children or threaten them with kidnapping.) Yet large numbers of noncustodial fathers do not maintain contact with their children, either emotionally or financially. This has prompted states and the federal government to focus many initiatives on getting these types of fathers to reengage with their children, especially financially.[11] However, to focus entirely on the financial aspect of the noncustodial father's contribution to the family may be shortsighted, ignoring the emotional, nurturing, and safety supports fathers provide for their children. It also ignores a growing body of data that suggest that fathers who are emotionally connected with their children, or at least have contact with them, are more likely to pay child support. So, for example, the Census Bureau reports that in 1995

Box 2.2

Profile of Noncustodial/ Nonresident Fathers

Based on a nationally representative survey, in 1990, there were 8.1 million noncustodial fathers who accounted for between 14.5 and 17.9 million children. Of those paying child support, 6% were poor. Who are the noncustodial fathers? Based on data from various sources, the following composite of noncustodial fathers can be assembled:

- 60% of noncustodial fathers were white; 28% black; 10% Hispanic; and 2% of another background.
- The average age of noncustodial fathers is 36. The average low-income noncustodial father is 33 years old.
- 39% of noncustodial fathers did not complete high school. The average noncustodial father had an 11th-grade education. Only 15% graduated from college, while 28% of resident fathers graduated from college.

How do noncustodial fathers support their children?

- For low-income noncustodial fathers, the average annual family income was $16,592 in 1990, and the average hourly wage was $7.07.
- On average, noncustodial fathers paid about $1,600 in child support annually. Over 60% of noncustodial fathers paid less than 15% of their income on child support.*
- 31% of low-income noncustodial fathers worked full-time year round, while 54% had intermittent work. Of the low-income noncustodial fathers, 9% did not work but were looking; 6% did not work and did not look for work; 4% participated in JTPA programs; and 2% participated in JOBS programs.

How do noncustodial fathers interact with their children?

- 21% of noncustodial fathers had some form of joint legal custody (4% had physical custody as well as joint custody and 17% had joint custody only).
- 46% lived in the same county or city as their children, while 51% lived in a different city, county, or state, and 2.5% lived in some other place such as prison or in an unknown location.
- More than half of noncustodial fathers did not pay child support.
- 37% of noncustodial fathers had established new families.

---

* Typically, judicial guidelines require noncustodial parents to pay at least 17% of their income for one child.

Sources: Sorensen, E. (1996), *Low-income noncustodial fathers: Who are they and what are the states doing to assist them in their efforts to pay child support* and Sorensen, E. (October 1996). *A national profile of noncustodial fathers and their ability to pay child support.* Washington, DC: The Urban Institute. Zill, N. & Nord, C. (1996) *Causes and consequences of involvement by noncustodial parents in their children's lives: Evidence from a national longitudinal study.* Washington, DC: Child Trends.

about 74 percent of those who had joint custody or visitation agreements made support payments, compared with 35 percent of those without agreements.[12] Box 2.2 gives a profile of noncustodial/nonresident fathers.

Young Fathers

By age 19, about 85 percent of adolescent males have had sexual intercourse.[13] Although most sexually active males have only one partner, about one in seven sexually active teenage males have three or four sexual partners in a year. This degree of teen male sexual activity is compounded by the fact that less than half of sexually active teen males use condoms (the contraceptive of choice for both male and female teens) every time they have intercourse.[14] This helps to explain the fact that 14 percent of sexually active teen males had gotten their partners pregnant in 1995.

Part of the problem is that teen fathers have few resources to care for children. Half of all teen fathers made less than $5,000 in 1997, and virtually none made $30,000 or more.[15] There is also compelling evidence that teen fathers are less likely to complete high school and less likely to marry the mother of their children than older fathers.[16] However, promoting responsible male sexuality and preventing unwanted or too-early fatherhood should not be limited to teen males only. According to a recent study by The Urban

BEST COPY AVAILABLE

Institute, the majority of the fathers of the children of teen mothers are in their early to mid-20s.[17]

Box 2.3
Alphonso's Story

Three years ago, Alphonso's father left his family and went to Puerto Rico. Alphonso's mother works for $9 an hour from nine in the evening to six in the morning at an airport in order to support herself and her son. Alphonso's girlfriend is pregnant—he's only 16, she is 15, and the baby is due in seven months. Alphonso wants to go out and work from eight in the evening to three in the morning. Alphonso's social worker at a male involvement program says, "I tried to explain to him that if he works those hours, he'll fall asleep in class and he'll fail. He needs an education and he should get a part-time job and make sure that he finishes school. But Alphonso thinks that if he can make a whole bunch of money he and his girlfriend can get a nice apartment. He's living in a fantasy world because no one will rent a place to a 16-year-old. My job is to break down the fantasy and show him the realities of what's going on out there. I'm trying to get him to take some responsibility. It's hard enough being a black male or a young Latino male or any person of color—and then to not be educated in the society we live in is a huge disadvantage."

Source: Based on an interview with a social worker by Neria Cohen.

Incarcerated Fathers

More than 770,000 children under age 18 had incarcerated fathers in 1991.[18] About half of all male inmates with children lived with them prior to being incarcerated.[19] The issue for incarcerated fathers is not what happens to their children while they are in prison or jail (most are cared for by the children's mother or another family member[20]), it is what will happen when the fathers are released. According to one study, inmates continue to see themselves as parents even while inside prison, but because of their lack of interaction with the children, they are not knowledgeable about how the relationship should go when they are released. The time they spend in prison is an opportunity to promote nurturing and economically responsible parenting. (See Chapter 4 for one state's experience.)

Box 2.4
Fathers in a County Correction Facility

Twenty men in pale blue uniforms file into a room at a correctional facility in North Florida. The men are silent and appear suspicious—arms crossed, mouths pursed. The men are white, African-American, or Hispanic; they have committed theft or fraud or drug offenses; their sentence is one year or five or more—but they all have one thing in common: They are all fathers.

Among them are a father of a 12-year-old who has seen his child only three times in his life; another father serving a two-and-a-half-year sentence who has three children, one of whom he has never met; and a third father, who is frustrated by his inability to help his 12-year-old who was recently raped and spends time in juvenile detention centers.

The lights dim and the men are engrossed in a five-minute clip from *Boyz in the Hood*. This is the beginning of a 12-hour, four-week program that aims to transform the men's attitudes toward and experience of fatherhood. It is the beginning of a process that often results in even the most withdrawn inmates openly sharing their experiences.

Source: Based on a site visit to a correctional facility by Neria Cohen.

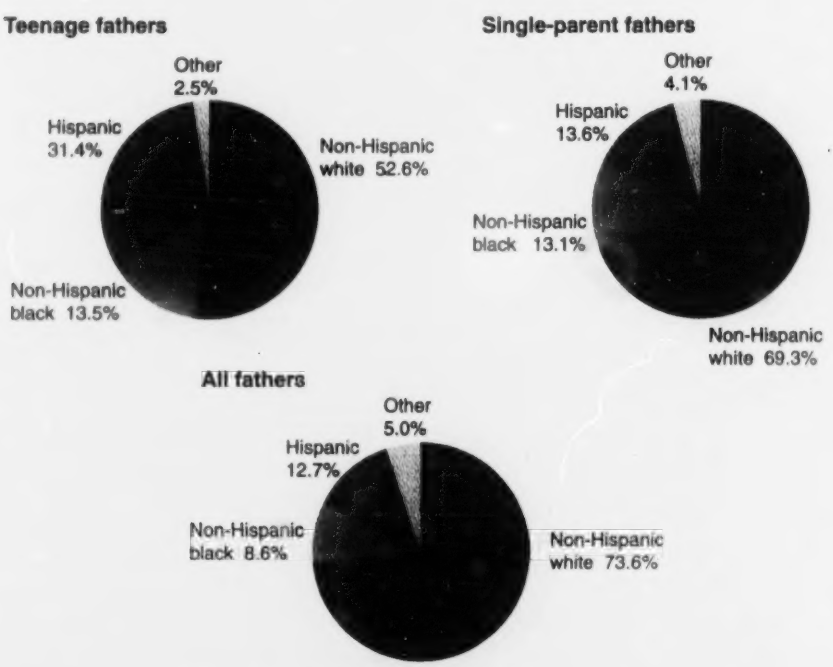
African American Fathers

(African American fathers are presented here as an example of minority fathers, although other minority fathers, such as Hispanic fathers, experience some of the same stresses and motivations. See Figure 2.6.) Studies have shown that black men and other nonwhites are less likely to marry than their white counterparts.[21] In 1997, while 59 percent of non-Hispanic white males over age 15 were married and lived with their spouses, 46 percent of similar Hispanic men and 36 percent of similar black men were married and lived with their spouses. In addition, while 28 percent of non-Hispanic white men over 15 years of age were never-married in 1998, 46 percent of black men and 35 percent of Hispanic men over 15 were never-married.[22] The trend of nonmarriage among African American men may be caused by several factors.

One possible reason for nonresident fatherhood among African American men is incarceration. It has been documented that 63 percent of all jail inmates in 1996 were African American. In addition, black inmates (42 percent) were more likely than white (33 percent) or Hispanic (35 percent) inmates to report an immediate family member's being in jail or prison. Most black inmates (53 percent) in state prisons in 1991 grew up in homes without fathers.[23]

A possible reason for the lack of marriage among African American fathers may be lack of jobs. The aggregate unemployment rate for black men 20 years and older was 9 percent in 1998, while for white men 20 and older, the unemployment rate was 4 percent.[24] This differential is much greater in dis-

Figure 2.6
Race and Ethnicity of Fathers, 1998



Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March 1998 Current Population Survey, U.S. Bureau of the Census.

tressed communities. Even when they are employed, black men are less likely to have jobs that pay enough to care for their families. One report documents that African American men who are unemployed tend not to be married and not to be as involved with their families as those with full-time employment.[25]

Single-Parent Fathers

The 1997 edition of *Map and Track Fathers* emphasized the rapid increase in the number of children living in single-father homes. Although most children still lived in homes with both parents present (69 percent), families headed by single fathers are still the fastest growing family type (see Figure 2.4). However, none of the states responding to the current NCCP survey stated that they have an initiative to help single fathers. The survey revealed one favorable trend—more states are looking at unmarried fathers as part of a family group by including them in their access, visitation, and mediation programs. Thus, states are treating never-married couples as they would divorced couples and sending the message that despite a father's marital status, he should accept the responsibilities of being a parent and provider for his children. Boxes 2.5 and 2.6, and Figure 2.6, give a profile of single-parent fathers.

Box 2.5

A Comparison of Single-Parent Fathers and Single-Parent Mothers

What Do We Know About Single-Parent Fathers (SPFs)?

- 3.2 million children under age 18 in the U.S. lived with a single-parent father.
- Families headed by SPFs accounted for 15.9% of all single-parent families and 4.5% of all family types.
- 56.8% of SPFs were divorced or separated; 34.2% never-married; 4.2% widowed; 5.3% had a spouse absent for other reasons.
- Most SPFs were white non-Hispanic (69.3%); 13.1% black; 13.6% Hispanic.
- 78.8% of SPFs had at least a high school education.
- 75.4% of SPFs were employed full-time.
- 17.1% of SPFs had incomes below the poverty line.
- The median income of SPFs was $30,000.

What Do We Know About Single-Parent Mothers (SPMs)?

- 16.7 million children under age 18 in the U.S. lived with a single-parent mother.
- Families headed by SPMs accounted for 84.1% of all single-parent families and 23.6% of all family types.
- 49.6% of SPMs were divorced or separated; 42.1 % never-married; 4.4% widowed; 3.9% had a spouse absent for other reasons.
- A large proportion of SPMs were white non-Hispanic (50.4%); 31.8% black; 15.3% Hispanic.
- 78.4% of SPMs had at least a high school education.
- 57.2% of SPMs were employed full-time.
- 40.0% of SPMs had incomes below the poverty line.
- The median income of SPMs was $18,109.

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March 1998 Current Population Survey, U.S. Bureau of the Census.

Box 2.6

A Racial/Ethnic Comparison of Single-Parent Fathers

Characteristic	Non-Hispanic white	Non-Hispanic black	Hispanic
Divorced/separated	66.7%	35.6%	34.2%
Never-married	23.1%	54.3%	57.3%
Employed full-time	77.4%	71.0%	75.1%
Below poverty	16.1%	25.2%	33.5%
High school diploma or greater	82.5%	78.0%	54.2%
Median income	$31,252	$25,911	$21,775

Source: Lugaila, T. A. (1998). *Marital status and living arrangements: March 1998 (update)* (Current Population Reports, Population Characteristics Series P20-514). Washington, DC: Bureau of the Census, U.S. Department of Commerce, Table A.

Gay Fathers

One group often overlooked is gay fathers. There are three types of gay fathers: (1) the father who is in an intact marriage with children and is essentially "in the closet" about his gay lifestyle (this group makes up the majority of the estimated three million gay fathers in the United States);[26] (2) the divorced father who pursues his gay lifestyle and may or may not have told his children of his sexual orientation; and (3) the gay man who has no biological children but desires to become a father through foster care, adoption, or arrangement with a surrogate mother.[27] Because many gay fathers choose to keep their sexual lives private, there are no reliable statistics on the number of gay men with children. It is usually through custody or adoption cases that gay fathers reach the attention of the media, and thus the notice of the larger society. One such custody case occurred in 1997 in New Jersey, where two gay men who were cohabiting succeeded in jointly adopting a young boy who was infected with HIV. In most states, only one member of a same-sex couple will be the legal parent or guardian of an adopted or foster child.[28]

Reflections and Action Steps

Not surprisingly, the demographic patterns and the major subgroups of fathers have been relatively stable since the last edition of *Map and Track Fathers*. In contrast, longer term trends reveal significant changes, particularly in terms of single-parent fathers raising their children—estimated to be about 2.1 million fathers. Moreover, the differing needs of subgroups of fathers are emerging more clearly.

This suggests four key action steps that states might take to promote the well-being of the fathers, and consequently their children:

- Carefully analyze the demographics of fatherhood in each state.
- Assess the fit between the demographics of fatherhood in the state and the actual support strategies to promote responsible fatherhood.
- Meet with fathers and their advocates from different subgroups to ascertain their needs and determine whether new state policies and practices might be developed in partnerships with them and other stakeholders from both the public and the private sectors.
- Allocate resources and build state-level and community-based collaborations to expand the fatherhood agenda.

Endnotes

1. Scoon-Rogers, L. (1999). *Child support for custodial mothers and fathers: 1995* (Current Population Reports, Consumer Income Series P60-196). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

This report found that poor custodial mothers receiving some or all of the support owed were less likely to be in poverty than poor custodial mothers receiving none of the support owed. Twenty-two percent of those receiving some or all support remained in poverty while 32 percent of those receiving none of the support owed remained in poverty.

2. *Ibid.*

3. U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1997). *Child support enforcement 20th Annual Report: For the period ending September 30, 1995.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

4. U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1998). *Child support enforcement 21st Annual Report: For the period ending September 30, 1996.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

5. See, for example, Lamb, M. E. (Ed.). (1997). *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons. This volume has chapters on gay fathers, young fathers, and good family fathers.

6. What Ronald Mincy at the Ford Foundation terms "turnips," those who owe support without the means to pay the support—i.e., "you can't get blood from a turnip."

7. In October 1997, the state of New Jersey lost a class-action suit to two gay men who were prevented from jointly adopting a child. The state now allows gay couples to adopt jointly. This landmark decision may affect similar litigation in other states where joint adoption by same sex couples is not allowed. See Family Pride Coalition on the Internet at www.familypride.org. See also: Patterson, C. J. & Chan, R. W. (1997). Gay fathers. In Lamb. M. E. (Ed.) *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

8. Blankenhorn, D. (1995). *Fatherless America: Confronting our most urgent social problem.* New York, NY: HarperCollins.

9. Knitzer, J. & Page, S. (1998). *Map and track: State initiatives for young children and families, 1998 edition.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

10. See Lamb in endnote 5. See also: Child support is linked to parents who visit. (1999). *New York Times,* April 24.

11. Knitzer, J. & Bernard, S. (1997) *Map and track: State initiatives to encourage responsible fatherhood.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

12. See *New York Times* in endnote 10.

13. Sonenstein, F. L.; Stewart, K.; Lindberg, L. D.; Pernas, M.; & Williams, S. (1997). *Involving males in preventing teen pregnancy: A guide for program planners.* Washington, DC: The Urban Institute.

14. *Ibid.*

15. Nock, S. L. (1998) The consequences of premarital fatherhood. *American Sociological Review,* 63(2), pp. 250–263.

16. Manning, W. G. (1993). Marriage and cohabitation following premarital conception. *Journal of Marriage and the Family,* 55(Nov.), pp. 839–850.

17. Lindberg, L. D.; Sonenstein, F. L.; Ku, L.; & Martinez, G. (1997). Age difference between minors who give birth and their adult partners. *Family Planning Perspectives,* 29(2), pp. 62–66.

18. Beck, A.; Gilliard, D.; Greenfeld, L.; Harlow, C.; Hester, T.; Jankowski, L.; Snell, T. Stephan, J.; & Morton, D. (1993). *Survey of state prison inmates, 1991.* Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

19. *Ibid.*

20. Adalist-Estrin, A. (1994). Family support and criminal justice. In S. L. Kagan & B. Weissbourd (Eds.), *Putting families first: America's family support movement and the challenge of change.* San Francisco, CA: Josey-Bass.

21. See Nock in endnote 15.

22. Lugaila, T. A. (1998). *Marital Status and living arrangements: March 1998 (update)* (Current Population Reports, Population Characteristics Series P20-514). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

23. See Beck et. al. in endnote 18. It has long been alleged that police and other law enforcement agents target African-American males as having a "criminal profile" more than other groups. The State of New Jersey is currently investigating the Office of the State Police for racial profiling in traffic stops on the interstate throughways. The Special Crimes Unit in New York City was recently overhauled due in part to its stop and frisk policy that targeted mainly black and Hispanic men.

24. See Lugaila in endnote 22.

25. Koball, H. (1998) Have African-American men become less committed to marriage? Explaining the Twentieth Century racial cross-over in men's marriage timing. *Demography,* 35(2), pp. 251–258. See also Bulcroft, R.A. & Bulcroft, K.A. (1993). Race differences in attitudinal factors in the decision to marry. *Journal of Marriage and the Family,* 55(May), pp. 338–356.

26. Shernoff, M. (1996) Gay men choosing to be fathers. *Journal of Gay and Lesbian Social Services,* 4(2), pp. 41–54.

27. *Ibid.* See also Ortiz, E. T. & Scott, P. R. (1994) Gay husbands and fathers: Reasons for marriage among homosexual men. *Journal of Gay and Lesbian Social Services,* 1(1), pp. 59–71.

28. See Shernoff in endnote 26. See also: NJ Court grants joint adoption to gay couple. (1997). *News from the American Civil Liberties Union Freedom Network,* Oct. 22.

CHAPTER 3

Dads in the States

"Our goal is to make the relationship of the father, child, and family better than it has been. Over the past 30 to 40 years, these relationships have deteriorated to almost nothing. Without question, a responsible father financially supports his children—but he also emotionally and spiritually supports them. It is not one or the other—it is a combination of all three that is going to make the effort successful."

Buddy Witmer
Executive Director, Florida Commission on Responsible Fatherhood

This chapter provides an overview of the range of strategies states are using to address the issue of responsible fatherhood based on the states' survey responses. It also explores some critical issues states may face in the future and concludes with a series of observations and recommendations.

An Overview of the Findings

Overall, little has changed in the number of states that are sponsoring initiatives in the given categories of the *Map and Track Fathers* framework. The findings are based on responses from 45 states; seven states did not respond to NCCP's surveys and subsequent follow-up calls (see Box 3.1). Figure 3.1 shows the differences between the 1997 and 1999 editions in the number of states reporting activity in each category. The specific strategies reported by each state are described in Chapter 5. (See Appendix B, Table 2, for a list of states using each strategy.)

Box 3.1

State Response to the NCCP Fatherhood Survey

45 states* responded to the 1999 NCCP fatherhood survey:

Alabama	Georgia	Michigan	North Carolina	South Dakota
Arizona	Illinois	Minnesota	North Dakota	Tennessee
Arkansas	Indiana	Mississippi	Ohio	Texas
California	Iowa	Missouri	Oklahoma	Utah
Colorado	Kentucky	Montana	Oregon	Vermont
Connecticut	Louisiana	Nebraska	Pennsylvania	Virginia
Delaware	Maine	Nevada	Puerto Rico	Washington
District of Columbia	Maryland	New Jersey	Rhode Island	Wisconsin
Florida	Massachusetts	New York	South Carolina	Wyoming

Seven states did not respond to the 1999 NCCP fatherhood survey:

Alaska	Idaho	New Hampshire	West Virginia
Hawaii	Kansas	New Mexico	

* The term 'states' in this report includes the District of Columbia and Puerto Rico unless otherwise noted.

Figure 3.1

Changes in the Number and Percentage of Types of Initiatives Reported by the States, 1997–1999

Type of Initiative*	1997 (N=52)**		1999 (N=45)**	
	Number of states reporting activity	Percentage of states responding with initiatives	Number of states reporting activity	Percentage of states responding with initiatives
Promote public awareness	39	75%	38	84%
Prevent unwanted or too-early fatherhood	40	77%	37	82%
Promote fathers as economic providers	46	89%	43	96%
Promote fathers as nurturers	40	77%	36	80%
Build leadership capacity	20	39%	22	49%

* Includes planned or piloted initiatives.

** Includes the District of Columbia and Puerto Rico.

Promoting Public Awareness

As noted in the introduction and in Chapter 1, according to tipping point theory, broadening public awareness can be an important tool to build support for the emerging public perception of fathers as economically and emotionally responsible. The survey data reveal a decrease in the number of states reporting strategies to promote public awareness since the last *Map and Track Fathers* two years ago. However, the proportion of states reporting such strategies changed very little between the two years.

In 1999, 38 of the 45 responding states reported using public awareness activities to promote responsible fatherhood. Two of the 38 states had only planned or piloted initiatives. Twenty-one states are implementing two or more public awareness initiatives to encourage responsible fatherhood. There was an increase in the proportion of states that have public awareness initiatives compared to 1997 (see Figure 3.1).

- Eleven states sponsor conferences, forums, or summits on responsible fatherhood.
- Ten states use sports teams to bring the message of responsible fatherhood to the public.
- Twenty-two states use public service announcements by means of posters, radio, television, or the Internet to encourage responsible fatherhood.
- Nine states use special publications on fatherhood.
- Eleven states use other means to increase public awareness of the importance of responsible fatherhood. Strategies include the governor's declaring a special day to recognize the importance of parent involvement (Texas); the state reaching out to local programs to encourage their involvement in promoting responsible fathering (Connecticut and the District of Columbia); and the establishment of a public awareness committee with a mandate to develop new public awareness methods (Missouri).

Box 3.2

States in Action: Mississippi—Getting the Word Out on Responsible Fatherhood

The state of Mississippi has several initiatives that increase public awareness of responsible fatherhood.

Mississippi has implemented a Responsible Fatherhood program that provides work sessions throughout the state to train, educate, and encourage fathers to assume responsibility for their children. Governor Fordice endorsed the initiative by proclaiming June 1998 Responsible Fatherhood Month.

The Heat of the Moment, a documentary promoting abstinence to teens, was produced by the Mississippi Department of Human Services. The video, along with a series of posters, has been distributed in public and private schools and libraries throughout the state.

In November 1998, Mississippi had its first annual Mississippi Responsible Fatherhood Summit, which was open to the public.

The state is also implementing several public awareness campaigns, including a multimedia campaign, a white ribbon campaign, and a "Remember Me Doll" campaign, all aimed at getting communities to establish and sustain teen pregnancy prevention programs.

Preventing Unwanted or Too-Early Fatherhood

Young fathers and young mothers are especially vulnerable to poor outcomes for them and their children. Programs to prevent unwanted or too-early fatherhood mark a key early intervention strategy.

In 1999, 37 states indicated that they sponsor one or more initiatives to help prevent unwanted or too-early fatherhood. Of these states, 31 report that their initiatives have already been implemented, while six report having initiatives that are only in the pilot or planning stages. The nature and scope of the initiatives vary greatly, from having a school curriculum to enforcing statutory rape laws to working with incarcerated youth.

- Twelve states have a school-linked strategy, usually a curriculum to help young men avoid unwanted fatherhood. Of the 12, two states are planning school-linked/educational programs to prevent too-early fatherhood.
- Fifteen states indicate that they have community-based programs that are funded or entirely run by the state. Four of the 15 states are planning such programs.
- Eight states explicitly state that they are implementing a federally funded abstinence program. One state (Oregon) is piloting an abstinence program (STARS.)
- Eight states have specialized direct-service programs that teach father responsibility through either case management, mentoring, or peer education.
- Eight states indicate that they will vigorously pursue and prosecute older men who prey on younger women as statutory rape offenders.
- Ten states indicate other means of preventing unwanted fatherhood, such as working with incarcerated youth (California, Missouri, Virginia); developing a task force on unintended pregnancies (Wyoming); and developing plans for interagency collaboration around preventing unwanted or too-early fatherhood (Michigan). Mississippi has developed an abstinence unit as part of a state agency, and Oklahoma encourages state service agency staff to speak with and help young fathers. Wisconsin's Brighter Futures Program works with businesses to promote positive youth development.

Box 3.3

States in Action: California, Georgia, and Kentucky—Using Various Methods to Teach Youth Responsible Behavior

California uses multiple methods to prevent unwanted fatherhood and protect teen women. The state offers a "Young Men as Fathers" program at four Youth Authority institutions to improve parenting skills of young fathers incarcerated in the state juvenile correctional facilities. California also continues to fund the Vertical Prosecution Program, which gives incentives to district attorney's offices statewide to prosecute statutory rape offenders.

Georgia's Male Involvement Program teaches young men, primarily teens, about parenting and child support. Its 24 programs located at teen centers also offer abstinence education, STD/AIDS prevention, contraception information, mentoring, and peer leadership programs. More than 4,000 young men used these services in 1998.

Kentucky has several curricula in schools to teach male sexual responsibility and fathering responsibility. The Pre-Teen Postponing Sexual Involvement (PSI) Curriculum, for students in middle school and high school, uses peer educators who conduct a five-session program. The Reducing the Risk (RTR) curriculum, presented by the Department of Health, consists of 16 one-hour sessions focusing on preventing unprotected intercourse. An evaluation of the program in 1992 revealed a 24 percent drop in unprotected intercourse among the participants. Last year, 21,000 students received training through the curriculum in 115 schools.

Enhancing Fathers as Economic Providers

Given the low national child support collection rates and the large numbers of low-income fathers, strategies to promote economic family sufficiency among fathers is crucial.

A total of 43 states reported strategies to help fathers be better economic providers for their children, either by assisting low-income fathers with employment and training or by improving child support enforcement (CSE). Of the states that said they had initiatives to enhance fathers as economic providers, two indicated that their initiatives are either being planned or in the pilot phase.

- Twenty-nine of the 43 states reporting job-related activities in this area say that they have (or plan to have) an employment and training program for low-income and unemployed fathers. Thirteen states indicate that their program is primarily for fathers of children receiving TANF and will use Welfare-to-Work (WtW) funds provided by the recent welfare law amendments in the Balanced Budget Act of 1997 (BBA). Four of the 13 (Kentucky, Maryland, Minnesota, and Oklahoma) indicate that their WtW programs are still being planned.
- Eighteen states have enhanced their methods of establishing paternity.
- Twenty-two states indicate that they have improved their CSE procedures, including revoking driver and other state-issued licenses and using the Internet to post a top 10 "deadbeat dads" list.
- Six states indicate that they are training staff at state and local service agencies, including Head Start, in CSE procedures.
- Fourteen states are using other strategies to help fathers improve their economic support of their children, such as memoranda of agreement between state agencies (Arkansas); special programs and initiatives (e.g., child support assurance demonstration in California); and privately and publicly funded initiatives (e.g., Partnerships for Fragile Families initiatives).

- Through the child-support pass-through, 19 states (Alaska and Kansas have pass-throughs but did not respond to the 1999 NCCP survey) report returning to families on welfare some of the child support collected on their behalf, but only Wisconsin returns all of the money to the family. Ten states report offering a state earned income tax credit (EITC) for low-income families.[1] (Two states not reporting to NCCP also have EITCs—Kansas and New Mexico.) Studies are now showing that coupled with other supports, the EITC can help lift low-income families out of poverty.[2]

Box 3.4

States in Action: California and New York—Helping Fathers to Become Better Providers Through Child Support Assurance and State Income Supports

The California Department of Social Services is piloting child support assurance (CSA) programs aimed at providing child support as an alternative to welfare in up to three counties. Child support assurance guarantees families with some earnings and a child support order an established child support payment in lieu of welfare benefits from the CalWORKS program. The state will increase its collections enforcement efforts directed at noncustodial parents who do not pay support. The state seeks to demonstrate whether a guaranteed minimum level of financial support for the children of participating families can result in financial stability for these children while encouraging custodial parents to be employed and noncustodial parents to share in the financial support of their children. CSA demonstration projects will run for three years.

New York has an EITC for low-income parents and also continues the $50 child support pass-through to families receiving TANF who also have a child support order established. (The 1996 federal welfare law, the Personal Responsibility and Work Opportunity Reconciliation Act, gave states the option of continuing the pass-through at the same level, increasing or decreasing it, or discontinuing it altogether.) At press time for this report, the New York State legislature was considering a proposal by the governor to raise the pass-through to $100. New York has also amended its TANF plan to offer families its Child Assistance Program, a child support assurance initiative with documented success.

Strengthening Fathers as Nurturers

There are two reasons for states to develop strategies to promote fathers as nurturers. The first is that research on children suggests that in general (albeit with some exceptions), children with involved fathers do better.[3] The second reason is that nurturing fathers are more likely to be economically responsible for their children. Increasing evidence suggests that nonresident fathers who are engaged with their children—whether they see them informally or through planned access and visitation—are more likely to pay child support, either in dollars or, for low-income fathers who lack fiscal resources, in in-kind contributions.[4]

In 1999, 36 states indicated they were implementing one or more initiatives to promote fathers as nurturers. Seven of the 36 states indicated that most of their nurturing fatherhood programs are in the pilot or planning stage. This contrasts with 40 of 52 states reporting such efforts two years ago, although proportionally, the difference is not significant.

- Seventeen states reported strategies to promote fathers as nurturers using access and visitation projects supported with federal funds from the welfare law.
- Ten states indicated that they are sponsoring divorce and conflict mediation or counseling for divorcing or never-married couples.
- Nine states stated that they have programs for incarcerated fathers.[5]

- Only four states indicated that they encourage fathers as nurturers by promoting father-friendly workplace policies.
- Nineteen states report other methods of encouraging fathers as nurturers, including establishing a putative father registry for men to volunteer paternity, or providing public assistance to mothers who marry the father of their child and outreach and parenting classes to new fathers.

Box 3.5

States in Action: Utah and Ohio—Using Welfare Law for Noncustodial Fathers

The new welfare laws allow states to provide services to noncustodial fathers of children receiving welfare. It also increases the penalties for noncustodial fathers who do not pay support. Some states are using the provisions in innovative ways:

Utah revokes the driver and professional licenses of custodial parents who do not allow the noncustodial parent to have access to his children. The purpose is to encourage custodial parents to allow for interaction between children and their other parent.

A few states, including Ohio, have developed putative father registries for men who want to establish the paternity of their children. The registries allow fathers to reserve their rights to custody in an adoption proceeding or to dispute contrary paternity claims made by the mother or other putative father.

Building State and Local Leadership Around a Fatherhood Agenda

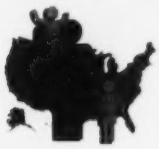
A focus on leadership is key to promoting a policy agenda in the context of multiple state and local priorities. There are three clear ways of indicating leadership around a fatherhood agenda: (1) creating a state-level focus for engaging a broad group of stakeholders; (2) developing fiscal strategies to promote local program development and leadership; and (3) keeping track of funding levels.

In 1999, 22 states indicated that they have initiatives to build leadership capacity around responsible fatherhood. Two of them are in the pilot or planning stage.

- Twelve states have a designated individual or coordinating body to oversee fatherhood initiatives statewide. Four states have individuals, while eight have advisory councils or coordinating entities, and one state (Virginia) has both an advisory council and a designated individual.
- Eight states indicated that they are using mini-grants to encourage innovative programs on fatherhood. Florida and Indiana indicate they are using some TANF funds to provide the mini-grants.
- Seven states are sponsoring community mobilization strategies that try to pull together coalitions or create a network of community-based organizations or leaders.
- Four states report other strategies to strengthen leadership-building capacity. For example, Georgia uses savings from TANF to sponsor fatherhood programs in state agencies, and Minnesota has state- and county-level staff who receive training from the National Practitioners Network for Fathers and Families on how to engage fathers and develop responsible fatherhood programs. Maine plans to set up local networks to help divorcing parents.

Box 3.6

States in Action: States Showing Leadership



Four states (Florida, Indiana, Maryland, and Virginia) have developed more concentrated leadership by having a combination of initiatives that show their commitment in philosophy and action to encouraging both financial and nurturing responsibility in fathers.

States show a philosophical commitment to responsible fatherhood by:

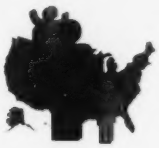
- designating a commission or high-level individual to oversee and/or advise on fatherhood activities in the state; and
- encouraging local leadership, either through community mobilization or mini-grants that act as seed funds for innovative programming around fatherhood.

Leadership is also shown through action such as:

- sponsoring activities that promote public awareness, prevent too-early fatherhood, and encourage fathers to be economically responsible and nurturing toward their children;
- showing a willingness to commit federal and state funds (including savings from reductions in welfare caseloads) to encourage responsible fatherhood; and
- tracking state and federal funds spent on fatherhood initiatives.

Box 3.7

States in Action: Monitoring State Spending on Fatherhood Programs



Eleven states (California, Florida, Indiana, Maryland,* Mississippi, Missouri, Michigan, Ohio, Pennsylvania*, Rhode Island, and Virginia) report that they keep track of spending specifically on fatherhood initiatives.

- California spends about $8.5 million on the Partnership for Responsible Parenting; $2.85 million of this goes to the Male Responsibility Project.
- Florida spends about $783,000 on activities related to its Commission on Responsible Fatherhood.
- Indiana spends $1 million for the Restoring Fatherhood Grants, $1 million for the Non-custodial Parents Grant (to be distributed this fiscal year), $353,000 for the federal Access and Visitation Grant and anticipates spending $50,000 for a Conference on Fathers and Families.
- Maryland spends $30,000 on development of video and brochures that highlight fatherhood services offered throughout the state.
- Mississippi reports spending the majority of fatherhood dollars on its Abstinence Unit ($500,000) and $59,000 on its Responsible Fatherhood Initiative.
- Missouri will spend $100,000 on Parents Corner, $182,000 on the Proud Parents project, $1.4 million to expand the Parents Fair Share initiative, $173,00 on its Mediation Achieving Results for Children (MARCH) program and $100,000 on its Fatherhood Initiative. Most of the funds are federal dollars, with some state funds.
- Ohio plans to spend $50,000 in each of FY 1999 and FY 2000 for public forums and a statewide conference on fatherhood.
- Michigan's Office of Child Support spends about $200,000 on its fatherhood campaign, 66% of which was federal dollars.
- Rhode Island monitors spending on programs related to the Male Responsibility Project and those preventing unintended and unwanted youth parenthood. During fiscal year 1998, the governor allocated $250,000 for adolescent pregnancy prevention programs. Funding is expected to remain at this level through FY 2001. In addition, the Adolescent Self-Sufficiency Collaborative, which serves pregnant and custodial teen parents, received an additional $175,000 to enhance their capacity to prevent initial and repeat pregnancies to teens.
- Virginia's fatherhood campaign is allotted $500,000.

---

* Pennsylvania and Maryland, although indicating that they track funding, did not provide any data on actual spending.

Beyond the Findings: Pending Issues for States and the Field

Bubbling up in the fatherhood literature, among practitioners, and indeed among fathers, are a series of emerging issues that will no doubt become more central in the coming years in response to the popular media, new policy directions, and fatherhood advocates.

While a handful of states are addressing one or more of these issues, most are not. The issues include

- Helping fathers in families trying to balance family and work responsibilities;
- Integrating strategies to encourage fathers as economic providers and as nurturers;
- Understanding the gender issues (including marriage) confronting the field;
- Connecting fatherhood to the broader child and family agenda;
- Sustaining the momentum of the movement despite changes in state leadership; and
- Building the knowledge base about fatherhood through research and improved statistics.

All of these issues have the potential to impact state policy decisions about responsible fatherhood and, depending upon how they are addressed, to "tip" the norms about fatherhood to encompass more active positive involvement with children from resident as well as nonresident fathers. They reflect deepening attention to the faces of fatherhood highlighted in the previous chapter.

Balancing Family and Work Responsibilities

As noted throughout this report, current policies largely ignore the needs of resident fathers, who make up over 70 percent of fathers with children under age 18. Some of these fathers are the "good family man" highlighted in Chapter 2. According to a recent report by Jim Levine and Todd Pittinsky at the Families and Work Institute, when companies have actually surveyed their male employees about work and family conflict, the level of family conflict reported by the males is comparable to that of female employees.[6] As is the case with mothers, fathers want the ability to spend time with their children and to be able to work and earn enough to provide adequately for their family. Yet only four states (California, Virginia, Wisconsin, and Wyoming) reported initiatives that promote a father/family-friendly workplace as part of their fatherhood agenda. Levine and Pittinsky describe the father-friendly workplace as one where men and women are not only able to balance work and family, but also feel comfortable asking for time off to better care for their family without fear of repercussions. This is an area ripe for state strategies to promote family-friendly workplaces, both through work with the business community and in the state's own workplaces. (In most states, states are major employers.) Yet, to date, this has not been part of the states' fatherhood agendas.

Integrating Strategies to Encourage Fathers as Economic Providers and as Nurturers

This issue is of particular significance for noncustodial fathers. Consistent with the findings in 1997, many states are still focusing on responding to the child support enforcement changes in the 1996 welfare legislation and its amendments in the BBA. What has changed since then is that states are reporting more services to help fathers to be ready to work and to find employment. Much of this is due to WtW funding from the BBA. This move from increasing child support to enhancing the work of noncustodial fathers, in particular, may reflect states' moving from seeing fathers as only "deadbeats" to considering what makes a father unable to pay support; from asking what is the father's intent to what are his circumstances. However, despite this positive trend, only a few states, through their work-related and child-support-related strategies, are responding to the information that fathers who are involved with children are likely to be more willing to contribute economically.[7] As a result, only a few states reported strategies to help fathers be better parents through parent training or parent support efforts.

Understanding Gender and Marriage Issues

Other than programs intended to prevent unwanted fatherhood, no state reported having a program that addressed the needs of women in their fatherhood agenda, although, as can be seen in Chapter 4, programs are increasingly becoming sensitive to gender-related issues. Several sets of challenges exist. In some instances, women are the gatekeepers of access to children, and for a variety of reasons may often make it difficult for them to be with their fathers. Beyond that, the responsible fatherhood movement has devoted little attention to the more controversial side of father involvement—family violence and the imbalance in coparenting responsibilities. These are very real issues for many families, and they need to be addressed openly.

Focusing on domestic violence is particularly important. As fathers are encouraged to become more involved with their children, mechanisms must be in place to ensure that women and children are not exposed to domestic violence. Studies have shown that men are more often than not the perpetrators of this violence.[8] In the past, the emphasis has been on helping the victim to leave the battering situation. Putting the focus on the men may place more responsibility on them to change their behavior or seek help. There are signs that local practitioners are beginning to do this. For example, one program highlighted in the last *Map and Track Fathers,* the Baltimore City Healthy Start program, has incorporated the concept of "respecting your children's mother" into the responsible fatherhood curriculum. The premise is that young men must learn to respect women in general, and especially the mothers of their children, by not abusing them physically, mentally, or verbally.[9] One state (Pennsylvania) has placed its county domestic violence offices in or near the welfare offices, which also administer the CSE unit, to increase communication between the departments.

There are also tensions at the larger political level. One set of tensions comes from women's advocates, who have fought for more equity between men and women at home and in the workplace. They fear that society is leaving mothers' issues behind and moving on to "the next topic." A second set of tensions comes from the very real differences in perspective between the "father's rights" movement and responsible fatherhood advocates. Proponents of father's rights are concerned about access and visitation and payment of child support in divorce situations where there is some contention between the father and the mother. They give legal advice on divorce settlements, establishing and/or denying paternity, and child support. Responsible fatherhood advocates focus on encouraging fathers to provide for their children economically and emotionally, whether in or outside of marriage. As fatherhood is discussed more in the popular culture, states may be pushed to differentiate between the two movements. (See the profile of Massachusetts in Chapter 4 for an example of this phenomenon.)

Another political and psychological issue confronting society and the field is whether responsible fatherhood can exist outside of marriage. Advocates and researchers are still debating the importance of marriage in promoting responsible fatherhood. Those who stress marriage assert that the men as well as the children fare better in a home with married parents. For example, one study reports that young men increased their annual earnings by more than 100 percent when they married.[10] It is also widely accepted that children in married-couple families fare better financially due to the earnings of both parents. Others take the position that coparenting (sharing the parenting obligations such as child care, school visits, and health care) by unmarried parents is a viable alternative to marriage, contending that when cooperative parenting occurs, children will grow up just as healthy and well adjusted as those who live with married parents. Policymakers need to balance these different views until the research base becomes clearer.

Connecting Fatherhood to the Broader Child and Family Agenda

Fatherhood is part of a child and family agenda. There are signs that responsible fatherhood proponents are beginning to see the necessity and logic of networking with those working on child and family issues rather than addressing responsible fatherhood in isolation. In fact, linking responsible fatherhood with other issues is not such a stretch. For example, it has been clearly documented that fathers play an important role in the education of their children, especially young children.[11] Thus, responsible fatherhood activities can easily be coordinated with early childhood education programs, such as Head Start.[12] At least four states (Arizona, Connecticut, Missouri, and Washington) see the need to link fatherhood initiatives (in particular, child support enforcement) to other issues by offering CSE information and training to the staff of other state programs, including Head Start.

Policymakers are also seeing the links between a fatherhood agenda and the successful implementation of welfare reform in new ways. The 1996 welfare law clearly makes responsible parenting a priority. It specifically addresses

responsible fatherhood by relaxing the prohibitions that kept two-parent families from receiving welfare, e.g., by relaxing strict work rules and redefining unemployment.[13] Every state now allows two-parent families to receive TANF.[14] States are also using the BBA to fund much of their employment training programs for fathers. Access and visitation funds are being used to help the children of divorced or, in a few instances, never-married couples to have a more safe and amicable environment. In some states, savings from TANF case closures are used to provide mini-grants to communities (Florida and Indiana) or to fund programs in state agencies (Georgia). For example, Indiana is using $1 million to seed programs at the community level that provide employment and training opportunities to noncustodial fathers. States can also use the federal framework to develop and expand their own fatherhood agendas (see Box 3.8). Other states are supplementing the federal EITC with state earned income tax credits of their own (see Appendix B, Table 1).

Box 3.8

Using Welfare Reform to Promote a Fatherhood Agenda

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) and the Balanced Budget Act of 1997 have provided states with opportunities to improve family income and father/family relations by encouraging responsible fatherhood. States can use the following ideas to capitalize on current funding opportunities.

- *Provide employment and training to fathers.* States can use Welfare-to-Work (WtW)* funds authorized by the Balanced Budget Act of 1997, and federal TANF block grant funds and state TANF required Maintenance of Effort (MOE) funds authorized under PRWORA, to help noncustodial fathers find jobs. While there are some restrictions, states have the option of directing these funds to serve noncustodial fathers as well as to serve custodial mothers (and custodial mothers and fathers in two-parent families). WtW dollars are more restricted than TANF funds, because WtW funds are targeted on long-term welfare recipients who have difficulty finding and holding jobs.
- *Create a mix of supports, in addition to improving child support collection and distribution methods that can help lift and keep children out of poverty.* Child support, along with other federal supports (i.e., increased earnings disregards, extended childcare benefits, and the earned income tax credit) may help families transition from welfare to low paying jobs as they attempt to increase their earnings. States have been given authority to increase, decrease, or discontinue their child support pass-through policy. States can also experiment with child support assurance (an assured benefit to families receiving child support while states increase their efforts to collect from noncustodial parents.)
- *Promote access and visitation for noncustodial fathers.* Another way the PRWORA promotes family stability is through funds set aside for access and visitation programs. All states are eligible to apply for block grant funds that can be used to provide counseling, mediation, supervised visitation and other services to help noncustodial parents have more opportunities to spend time with their children. These programs and services can be provided to divorced, separated and never-married parents and their children. The amount of the block grant is based on the number of children in a state living with both parents, with a minimum size of $100,000. In FY 1998 all states applied for their access and visitation funds. Beginning in FY 1999 states can apply for $50,000 grants from the federal government to develop and enhance existing state-funded programs that promote access and visitation.

* Pending legislation proposes that states may use 20 percent of the WtW Formula Grant funds for noncustodial parents.

Keeping the Momentum Going

Given the importance of high-level leadership in shaping a state agenda around fatherhood, the issue of political transition is also key. The good news is that promoting responsible fatherhood seems not to be linked to any one party. Thus, fatherhood pundits cannot gauge a governor's commitment by party line. In some respects, the November 1998 election, in which gubernatorial leadership changed in 13 states, will provide useful insight, although it

is too early to draw any conclusions.[15] Our data suggest that states are continuing the momentum from previous administrations. However, it is not a given that this trend will continue.

Building the Knowledge Base

Research on father-related issues is increasing at a rapid rate.[16] With this emerging field come important issues to be addressed. Three are highlighted here. First, as the federal government, states, and foundations have begun to see the relationship between responsible fatherhood and positive family development, and thus begin to allocate more funding to initiatives promoting responsible fatherhood, the search for indicators of success with which to evaluate programs has increased as well. It is becoming more and more essential to judge whether financial and programmatic investments are truly making a difference. But this poses a number of methodological challenges. For example, data on child support do not include demographic characteristics of noncustodial parents. Researchers trying to get a handle on who is paying support and how often have to rely on data sets with relatively small samples that are not collected annually. Further, male fertility and fatherhood information is not consistently collected in national surveys, census data, or clinical studies of children and families.[17] In many cases, data on mothers are used as a substitute for data on fathers (e.g., using the Current Population Survey to get information on father-absent homes, one would have to use homes headed by single mothers as a proxy because the CPS does not categorize the data based on father absence).

To further compound the problem, many times surveys on fathers do not ask the right questions or do not ask the questions in the right way. Instead, the questions may be posed in the same way they would be posed to a mother, who usually has a very different way of interacting with children. In addition, many times questions regarding fathers are posed to mothers, who give their own perspective on their children's father. Optimally, information needs to be gathered from both mothers and fathers before all the dynamics of fathering can be understood.

The field also lacks indicators to define positive fathering, though several attempts are being made to establish them. *Map and Track Fathers*, by developing five areas (public awareness, unwanted-fatherhood prevention, economic support, nurturing support, and building leadership capacity) for programs, policies, and initiatives is one attempt to prompt the field to think of indicators. Other efforts include *The Evaluability Assessment of Responsible Fatherhood Programs* by the Lewin Group, which describes approaches and program content areas for evaluating fatherhood programs. A third effort was an all-day meeting undertaken by the Annie E. Casey Foundation, utilizing about two dozen researchers and practitioners in the field to develop a list of indicators for positive fathering.[18] But until these indicators are agreed upon, information necessary for policy development will be limited. (See Appendix H for a description of important research and the implications for promoting a fatherhood agenda.)

Reflections and Action Steps

Overall, the pattern of findings suggests little change in state efforts to promote responsible fatherhood. States that seemed to be building momentum in 1997 continue to do so. But beyond this, much of the impetus for initiatives is driven by the availability of federal dollars through welfare reform and child support enforcement legislation. States continue to focus their initiatives on a limited number of subgroups of fathers. Further, only a handful of states are developing focused strategies to promote a view of fatherhood that encompasses both nurturing and economic responsibility. This is a loss not only for fathers, but even more importantly, for their children. It is also of concern that only a few states are addressing the issues and controversies that are emerging from the field.

Reflections

Overall, there has not been very much change in state initiatives to promote responsible fatherhood in the two years since the first edition of *Map and Track Fathers* was released. As in the past, all reporting states, including the District of Columbia and Puerto Rico, indicated doing something, but often the initiatives were not extensive or supported with state dollars. This is troubling in view of the evidence that the larger society is investing more attention in fathers and that even small investments can have a real payoff. Below are highlighted themes emerging from the findings and suggested action steps that states can take.

- Many states (43 of the 45 states responding to NCCP's survey) still focus on obtaining child support payments from absent fathers as their main method of ensuring responsible fatherhood. Although this has led to a slight increase in child support collections nationally, it ignores fathers in a family context and the nurturing role of fathers as well as the research that shows a link between fathers as nurturers and fathers as economic providers.
- Where increased attention to fatherhood is visible, it appears that the catalysts are either the federal government or foundation initiatives. Thus all states report activities related to low-income fathers, particularly in response to welfare policy changes.
- There is some evidence in a few states that the fatherhood agenda is spreading to other policy areas and is being integrated into a broader family agenda. This is evident particularly among those who work with young children (e.g., Head Start), welfare reform, and domestic violence.
- States seem to be paying more attention to helping fathers become better economic providers through fostering education and employment initiatives rather than focusing solely on traditional CSE strategies. This is due in part to increased federal funding from Welfare-to-Work grants but may also be due to the compelling body of research that suggests that low-income fathers who do not pay child support would pay if they had adequate employment.[19]

- States, for the most part, continue to focus on a small subset of fathers, primarily noncustodial low-income fathers, teenagers, and, in a few states, incarcerated fathers. Very little state-level leadership or attention is being directed to two-parent families or to parents in the context of their work. Only four states expressly stated that they were looking at father-friendly work policies.
- Although more states are trying to build leadership capacity around fatherhood, only 12 states have commissions or a designated individual to provide leadership to communities. In other states, one particular agency (e.g., the Department of Social Services or the Child Support Enforcement Agency) has taken on leadership of fatherhood initiatives. But typically, governors' policy advisors and designated state agency staff change frequently and agencies providing various fatherhood programs do not coordinate (and are often uninformed about each other's efforts). Further, only seven states are supporting community mobilization and leadership development activities, and only 11 of the states answering the NCCP survey are tracking fatherhood-related expenditures.

Action Steps

The findings and the reflections suggest a series of action steps that states might take:

1. Strengthen state leadership and visibility around fatherhood issues.
   - Work with community and state leaders to create a coalition, commission, or advisory board around responsible fatherhood.
   - Designate governor's advisory staff to be responsible for overseeing fatherhood programming in the state.
   - Promote a state fatherhood agenda that addresses the economic and nurturing aspects of fatherhood.
   - Ensure that a broad fatherhood agenda is infused into all other aspects of the state's child and family policy agenda.
2. Develop and expand strategies that allow fathers to be involved with their children as part of the state's overall policy.
   - Provide parent training and support in job-linked strategies to promote fathers as economic providers, using the emerging models that have been tested in settings ranging from community-based programs to welfare sites to prisons.
   - Renew and revise child support enforcement policies to include promoting fathers as nurturers.
3. Build collaborations with child welfare and domestic violence advocates to ensure that there are mechanisms for protecting children in families that have disputes over parental access, are in domestic violence situations, or whose safety may be otherwise jeopardized by fathers' behavior.

4. Take full advantage of federal opportunities to promote a fatherhood agenda that addresses the economic and parenting security of families. For example:
    - Use federal Welfare-to-Work funds to help noncustodial fathers find jobs and become cooperative and contributing parents.
    - Develop access and visitation programs that include never-married families as well as children of divorcing or separated parents.
5. Create a mix of economic supports, in addition to improving child support collection and distribution methods to help lift and keep children out of poverty. Some of these can be developed through state discretion, such as a state earned income tax credit, others by fully using federal benefits.
6. Promote father-friendly work policies by modeling the state's own work policies and joining with the business and corporate community to foster family-friendly policies in private sector settings.
7. Take deliberate steps to link the fatherhood agenda with other aspects of the state's child and family agenda, including early childhood initiatives, welfare reform, domestic violence, and income supplements.
8. Build the capacity to evaluate fatherhood programs, including assessing impacts on the well-being of children as well as their economic security, and monitor state spending on fatherhood.

Conclusions

The shift to responsible fatherhood seen through a societal lens appears to be approaching the tipping point. *Map and Track Fathers* adds information to the debate on how close the U.S. is to that tipping point as a nation. States have opportunities before them (especially in recent federal legislation) that can help them better respond to the needs of individual fathers and promote a social norm of fatherhood that is responsive both economically and psychologically. The states that are out front have modeled the ways other states can move. The task now is to advance the agenda so more fathers, children, and families can benefit.

Endnotes

1. State earned income tax credits can be either refundable or nonrefundable. The refundable credit is given to families even if they show no income on their tax return. If the amount of the credit exceeds tax liability, the excess is payable directly to the taxpayer. In the nonrefundable version, the credit is subtracted from the tax liability. Eight states have refundable credits (Georgia, Kansas, Maryland, Massachusetts, Minnesota, New Mexico, New York, Vermont, and Wisconsin). Three states have a nonrefundable credit: Iowa, Oregon, and Rhode Island.

2. See Bennett, N. G.; Li, J.; Song, Y.; & Yang, K. (1999). *Young children in poverty: A statistical update, June 1999 Edition.* New York, NY: National Center for Children in Poverty, Columbia University Joseph L. Mailman School of Public Health, for a discussion of the impact of EITC on young child poverty. See also Knitzer, J. & Page, S. (1998). *Map and track: State initiatives for young children and families, 1998 edition.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health, for more information on state income supports for young children and families.

3. See Ash, D. O. (1997). *Face to face with fathers: A report on low-income fathers and their experience with child support enforcement.* Chicago, IL: Center on Fathers, Families, and Public Policy, c/o Family Resource Coalition and Furstenberg, F. F., Jr.; Sherwood, K. E.; & Sullivan, M. L. (1992). *Caring and paying: What fathers and mothers say about child support.* New York, NY: Manpower Demonstration Research Corporation.

4. A recent report by the U.S. Bureau of the Census found that visitation and joint custody are associated with higher child support payments. The study found that 74 percent of noncustodial parents with joint custody and visitation rights paid support while only 35 percent without visitation rights paid. See Scanzoni-Rogers, L. (1999). *Child support for custodial mothers and fathers: 1995* (Current Population Reports: Consumer Income P60-196). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

5. Some states, such as Florida, fund local programs for incarcerated fathers. Only those programs initiated by the states are reported here.

6. Levine, J. A. & Pittinsky, T. (1997). *Working fathers: New strategies for balancing work and family.* New York, NY: Addison-Wesley.

7. Interviews with poor noncustodial fathers have revealed that many feel that having more access to their children would encourage them to pay child support more consistently. See Ash, and Furstenberg, Sherwood, & Sullivan in endnote 3.

8. Sternberg, K.J. (1997). Fathers: The missing parents in research on family violence. In M. E. Lamb, (Ed.) *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

9. Ekulona, A. (1996). *The Healthy Start fathers journal.* Baltimore, MD: Baltimore City Healthy Start, Inc.

10. See Lerman, R. I. & Ooms, T. J. (Eds.). (1993). *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press. Also Horn, W. & Bush, A. (1997). *Fathers, marriage, and welfare reform.* Indianapolis, IN: Hudson Institute.

11. Nord, C.W.; Brimhall, D.; & West , J. (1997). *Fathers' involvement in their children's schools.* National Household Education Survey Statistical Analysis Report, National Center for Educational Statistics, Office of Educational Research and Improvement, U.S. Department of Education.

12. See, for example, National Governors' Association, Social Services Policy Division. (1998). Promoting responsible fatherhood. *StateLine,* Washington, DC: National Governors' Association, Center for Best Practices.

13. Bernard, S. (1998). *Responsible fatherhood and welfare: How states can use the new law to help children* (Children and Welfare Reform Issue Brief No. 4). New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

14. Knitzer, J. & Page, S. (1998). *Map and track: State initiatives for young children and families, 1998 edition.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

15. An extreme is Minnesota where an independent governor, Jesse Ventura, was elected. The state has been known in the past for its public and private leadership in fatherhood, which have gained national recognition. The new governor, who has no party affiliation, has not stated his stand on fatherhood and so it is uncertain the direction the state will take. Twelve other states also have new gubernatorial leadership. They include: Alabama, California, Colorado, Florida, Georgia, Idaho, Illinois, Iowa, Nebraska, Nevada, Ohio, and South Carolina.

16. The National Center On Fathers and Families (NCOFF) has a database on responsible fatherhood literature called FatherLit and is part of NCOFF's Father and Family Link. The data is searchable by date of publication, author, or subject. The Internet address is http://www.ncoff.gse.upenn.edu.

17. Federal Interagency Forum on Child and Family Statistics. (1998). *Nurturing fatherhood: improving data and research on male fertility, family formation, and fatherhood.* Washington, DC: Federal Interagency Forum on Child and Family Statistics.

18. In a meeting of the Working Group on responsible Fathers held by the Annie E. Casey Foundation in April 1998, the group came up with five categories of behaviors that typifies a responsible father. The behaviors include: contributions (what fathers give materially to their children such as material and financial support); connectedness/caring (an active demonstration of a fathers love for his children); care giving (providing nurturance and performance of routine tasks necessary to maintain the child's physical and emotional well-being); co-parenting (establishing a supportive and cooperative parenting arrangement with the child's mother or guardian); and competency (acting as a role model through presenting a positive example for the child to follow).

19. See, for example, Ash, and Furstenberg, Sherwood, & Sullivan in endnote 3.

CHAPTER 4

State Leadership in Action

"The bottom line is we still want to get child support for the children but if we can help the dad become involved with his child and give him some skills so that he can get employment or stay employed, I think that's what the ultimate goal has now changed to."

Tom Horan
Connecticut Department of Social Services
Public Assistance Consultant

"When we started this work, when you mentioned the word 'fathers' in a political context, most people thought of fathers' rights movements which deal primarily with custody battles and issues of child support. What the [Governor's Advisory] Commission [on Father Absence and Father Support] has done is refocused the discussion about fatherhood onto what is a responsible father—what are his obligations to his family, his children and community—and what sort of actions can be taken at government level to support that."

Marilyn Ray Smith
Massachusetts Department of Revenue
Director, Commission on Fathers and Chief
Legal Counsel for the Child Support Office

"The single most positive thing we can do to reduce child poverty is to focus on male responsibility."

Jim Bailey
Florida Department of Health
Healthy Start Coalition Contract Manager

State policies set a framework for defining the parameters of responsible fatherhood. They promote a view that encompasses both economic and nurturing dimensions, or they focus more narrowly on only the economic dimension. The latter, for instance, is reflected in the fact that states tend to concern themselves primarily with how the trend toward father absence impacts state coffers, e.g., through increased welfare dependence of father-absent families. Much less often do states consider the needs of resident fathers feeling work-family stresses or the family challenges that children in poverty face.

This chapter profiles three states, a city, and a community that are stretching the boundaries of how fatherhood is defined and, in the process, reaching out to help fathers with different faces and needs. These profiles were developed for three reasons. First, they give a richer picture of what is going on in states that are providing leadership than is possible just by summarizing specific state data or aggregate data across the states. Second, they provide texture to the goal of this report: to explore how states can promote social policies that encourage movement in the larger society toward a broader view of responsible fatherhood. Third, they illustrate the importance of individual and collective leadership in promoting a fatherhood agenda in the context of a wider agenda for children and families. In each instance, the profiles were developed based on site visits.[1] For other examples of state leadership reported for *Map and Track Fathers,* see Box 3.6 in Chapter 3.

Connecticut Leadership on Fatherhood

"I was still a child myself. If my daughter was playing in the dirt, I'd say, 'Don't sit in the dirt, get out of the dirt' ... I didn't let her be a child...."

Sam, a father who was 16 years old when his daughter was born

Connecticut has a range of diverse programs (fitting into the five categories of programs outlined earlier) throughout the state that are not connected to any one individual body or person for leadership and direction (see Chapter 5). The programs are generally supported by one or more state agencies, often using federal funds, although they are shaped locally. The Department of Social Services (DSS) has taken the most active leadership role. Tom Horan, the public assistance consultant for the DSS, notes, "From the state perspective, the Bureau of Child Support Enforcement within DSS has been the impetus for most of the fatherhood activity so far." The Department of Labor has also recently contributed a large amount of money to employment-related projects for noncustodial fathers. A sample of the fatherhood initiatives supported by DSS in Connecticut are described below.

Department of Social Services, Child Support Enforcement

The basic purpose of the fatherhood projects initiated by the DSS is to reach out to noncustodial fathers in order to alleviate the financial burden on the single mother. Exemplifying the themes highlighted earlier in this report, Connecticut is rethinking its approach to meeting this goal. In the past, the assumption was that if the noncustodial father could not support his family financially, then he really didn't have anything to offer them. Recently, there has been more of a focus on the importance of the father's emotional involvement with his children. As Mr. Horan says: "Studies have shown that dads who are in contact with their children and feel they are invested in their child's life generally tend to pay child support more readily." Therefore, the state is also beginning to look at ways to help noncustodial fathers improve their employment situation so that they are in a better position to pay child

support. In the past, single mothers received employment training. Now these services are being offered to noncustodial fathers as well. To build this agenda, in 1997, DSS received federal support for two fatherhood projects: (1) an access and visitation grant run through the court system; and (2) a state collaboration grant implemented by Head Start facilities.

Access and Visitation Grant

The access and visitation grant provides services to never-married couples who require assistance in establishing visitation agreements. When a couple goes through a divorce, the court system requires that they attend a series of classes. Until recently, this service was not offered to never-married couples.

The project also offers supervised visitation for situations where the custodial parent is concerned about leaving the child with the other parent. The judicial branch has entered into agreements with subcontractors who provide a safe, secure visitation facility. Subcontractors also provide counseling services for families. This project has been successful in identifying a population that was not receiving services of any kind. Many men who are brought into the court for contempt or for the first time on child support issues say they do not want to pay child support because they do not have access to their children. The visitation services project attempts to eliminate this barrier by working out an amicable agreement with the mother of the child for visitation rights. When the noncustodial father is brought into court during the Family Support Magistrate hearings, he is referred to the judicial branch and mediation services are offered to him. The service is voluntary; if the custodial parent does not agree, or if there are domestic violence issues, or if the mother feels the child may be endangered, she may decline. The children in such situations are often at risk, and therefore counseling is provided for them as well as for the parents. The project is being piloted in Hartford Superior Court and is in its second year of implementation.

Head Start, Child Care, Child Support Collaboration Grant

Federal funds from the U.S. Department of Child Support Enforcement have also been awarded to the DSS and the Connecticut Women's Education and Legal Fund (CWEALF) to implement the Head Start, Child Care, Child Support Collaboration Demonstration Project. The project is a three-year pilot program that is being implemented in three sites in the state of Connecticut—in Hartford, New Haven, and Litchfield. The program strategies of the Litchfield Head Start, which serves 220 children aged four and younger at five sites, are described below.

Litchfield is primarily a low-income white community, but it also has children of African-American and Hispanic origin. Approximately 60 percent of the children in the program live in single-parent families. The DSS Head Start project has three main segments: (1) engaging fathers in their children's lives; (2) working with fathers to increase their employment opportunities; and (3) helping mothers who presently are not receiving child support to use the system to get the biological fathers of their children to provide financial assistance.

Male Involvement

Pat Doolan, director of Litchfield County Head Start, feels that of the three segments, the male involvement piece is the most important. Mrs. Doolan says, "Noncustodial fathers often feel like they are simply a cash machine. A common complaint regarding the mother of their child is 'All she wants is my money—she doesn't let me see my kid....'" Mrs. Doolan tells the mothers: "You don't have to love the guy, you don't have to be married to him, you don't have to have a relationship with him. But what you do have to do is figure out a way of working with him to ensure that your child has the best of both parents." The ultimate goal of the grant is to get more men involved in the child's Head Start experience—more fathers, uncles, grandfathers, or whoever the significant male may be in the child's life.

Mrs. Doolan recognizes the value of a father's contribution to the child's well-being and development. She says that fathers and mothers parent in different ways: "For example, on a visit to the park, men are much more likely to let children take risks, to let children go further away from them—the men watch and they know when it's far enough and they will go and get the child. A mother tends to be more protective and wants the child to stay close beside her. So, from the input from both parents, the child learns to be a risk taker and also learns that someone is there to nurture them." The new program hopes to encourage men to become more active parents and to enhance the father's parenting skills.

Box 4.1

How Litchfield, CT, Head Start Is Working with Dads

Dads-and-Kids Activities

The most successful method of engaging fathers in their children's lives has been the dads-and-kids activities that take place on weekends. The first activity for dads and kids was held in October 1997, when five dads and five kids went hiking and had a picnic. Over the 1997–98 school year, bimonthly activities were held, and in October of 1998, 80 dads and 80 kids went to the pumpkin patch to pick pumpkins and go on a hayride. Very often fathers, especially noncustodial fathers, tend to limit their activities—taking their child to McDonald's, going to a movie, or just watching television. These dads-and-kids activities aim to teach the fathers that there are a lot of different things that three- and four-year-olds like to do, and by taking fathers on the activity, the staff show them how to do it. In addition, four or five times a year the Litchfield Head Start produces a newsletter especially for the fathers that talks about male-related parenting issues. The "Good Guys Gazette" may cover everything from general parenting information to 20 activities to do with your child on a rainy fall day when you can't go outside.

Staff Training

In order to ensure that Head Start provides a male-friendly environment, the staff took part in a two-and-one-half-hour sensitivity training program. All of the teachers are female. The sensitivity program included a discussion regarding what the staff thinks of men as parents. At the beginning of the discussion one teacher admitted: "I wouldn't let a man come into the classroom and do just anything with the kids." When asked if she would let a woman do that, she answered in the affirmative. When asked why there was a difference, her bias became apparent: "Well, men don't know about how to be with children." The program included a group activity about how to use men in the classroom, what rules would be set for them, and if there was a difference between rules for moms and dads and why this might be so. The teachers and family service workers were also asked to look at the image that the center portrays with regard to male parenting. For example, they realized that the bulletin board displayed only images of moms and kids, giving a subtle message that fathers are not included in the parenting process. Partly as a result of this training, since October 1998, the teachers have sent a weekly or monthly newsletter to the noncustodial fathers to inform them of activities that are happening in the classroom. Previously, these newsletters were only sent to the custodial parent. Through these newsletters, the fathers are encouraged to volunteer in the classroom, come to parent-child activities, attend parent-teacher conferences, and participate in curriculum development meetings and family night.

Employment

Head Start will use part of the collaboration grant to help fathers become gainfully employed so that they can pay child support on a regular basis. The employment piece is still in its developmental stages. The intention is to set up a coalition-type referral process so that Head Start can refer individuals to programs that already exist. It will cater to a variety of fathers' needs—e.g., getting a GED, improving job skills, and peer counseling. The project will be run with a case management perspective so that once someone is referred out, their progress will be tracked along with their needs.

Working with Mothers

The third part of the child support initiative works with mothers—especially mothers who are leaving welfare—to assure that they are getting the biological father to pay child support. The Head Start family service workers received training from CWEALF about child support issues. They now work with the mothers in trying to get regular payments. This part of the program has been functional for one year. It recognizes that many mothers are afraid to get into the child support system for a number of reasons—some have tried the system before and it didn't work for them; some don't understand what it's about; and others are afraid to contact the father of their child because he may become violent or they don't want him to know where they are. Head Start will only pursue a case if it is safe for the mother to have contact with the father. Once or twice a year, Head Start holds a meeting where a mother who has been successful in using the system addresses those who are reluctant to do so. This, too, helps to promote a new view of fatherhood.

Funding

In 1998, Litchfield Head Start received $15,000 from the DSS to implement a fatherhood program. For 1999, they have received $61,000, and in the year 2000 they expect this amount again. Since 1997, the Head Start program has had a small grant of $2,000 per annum as part of the federal government's Good Guys in Head Start project. This money was used to fund Dads and Kids, A Winning Combination—bimonthly activities for dads and kids and the newsletter for fathers described above. The DSS grant has enabled Litchfield Head Start to expand on this existing framework.

In addition to the federally driven efforts, while there is no formal coordinating body, the DSS organized a Fatherhood Conference in March 1999. The aim of the conference was to bring together grassroots and community-based organizations and other organizations involved in fatherhood activities throughout the state. Mr. Tom Horan explains, "Our hope is to get a directory of resources developed from that day, so that we can refer people back and forth and organizations can form coalitions to support each other." Further, the DSS has involved the Head Start Parent Involvement Specialist, Lisa Sullivan, in working with all Head Start programs to promote more attention to fathers as well as to address the challenges Head Start faces in the light of welfare changes.*

---

* Testimony by Lisa Sullivan at the National Head Start Association Hearings for the Report on Head Start in 2010, Minneapolis, MN, April 15, 1999.

Massachusetts Leadership on Fatherhood

"She'd bring toys out into the front room and I'd get real mad and scream and holler at her or spank her—not realizing that she didn't understand. I was expecting too much from her at such a young age. I learned not to reprimand children too quickly, to hear them out and hear what they have to say about their situation. I learned to be a little bit open-minded instead of so strict and to put a little bit more fun into the father and child relationship."

Brian, a 29-year-old father of two young children aged three and two and an eight-year-old daughter whom he has never met; Brian's father used "switches, belts, and backhands" to discipline him when he was a child

Massachusetts also has a diverse set of programs, but unlike Connecticut, there is the Governor's Advisory Commission on Responsible Fatherhood and Family Support to provide advice and direction. The Commission does not fund programs, but instead brings together leaders of state agencies and of community and faith-based organizations to strategize about how to best use resources in existing organizations to support fathers and families.

The Governor's Advisory Commission on Responsible Fatherhood and Family Support

In June of 1996, the then governor of Massachusetts, William F. Weld, convened a one-day summit entitled Fathers and Our Future. The summit highlighted the tragic consequences of father absence, both on individual families and on society as a whole. In response to this summit, an executive order was issued that created the Governor's Advisory Commission on Father Absence and Family Support (presently called the Governor's Advisory Commission on Responsible Fatherhood and Family Support). Governor Paul Celluci began as chair of the Commission while he was lieutenant governor. Today, as governor, he demonstrates his view that fatherhood is a state priority by continuing to chair the Commission.

The main aim of the Commission, according to Governor Celluci is "to find ways to better coordinate the policies and programs of government agencies with those of community and faith-based organizations."[2] To this end, the Commission brings together high-level state agency officials who have many resources at their command; people from the faith-based communities, who have good grass-roots connections; and representatives from private-sector agencies who are involved in a variety of service delivery projects. The Commission emphasizes that focusing positively and actively on fatherhood issues is good for the community as a whole, and it aims to encourage people within government and in the private sector to begin to respond to these issues in a different way.

Support for the vision of the Commission comes from the highest levels in government. Governor Celluci is a strong advocate for the work of the

Commission. In his many public addresses, the governor states that his most important job is not that of governor, but that of proud father to his two daughters. The governor promotes the idea that a responsible father is someone who supports his children, who is kind to the mother of his children, and who is an upstanding member of the community.

Organizational Structure

The Massachusetts Commission does not have separate funding. The executive director is Marilyn Ray Smith, the chief legal counsel of the Department of Revenue's (DOR) Child Support Enforcement Division, which also provides staff support to the Commission. Ms. Smith explains, "The Commission is not an administrative agency and it has no intention of ever becoming one. Its primary function is to bring together people who have a common interest and give them an opportunity to share ideas and resources." The Commission thus hopes to stimulate, motivate, and encourage fatherhood activities throughout the state. Its strategy is not only to sponsor projects, but also to foster ideas that can then be put into place by existing agencies. Therefore, rather than creating another bureaucracy or another set of agencies and budgets, they are encouraging agencies—those who are already dealing with families and who already have a large staff and good resources—to include fatherhood issues in their core program agenda. Ms. Smith adds, "We also do not want to create an atmosphere of competition between resources devoted to mothers and resources devoted to fathers. We think the concept is that these resources are devoted to families and that mothers and fathers are an integral part of families whether they're living together or not."

The Commission consists of 22 members, soon to be expanded to 30. The Commission meets every six to eight weeks. These meetings focus attention on specific fatherhood issues and suggest ways that agencies can collaborate, cross-fertilize, and bring visibility to them. Each meeting has a different discussion theme. For example, at the February 1999 meeting, members of the law enforcement and criminal justice community addressed the Commission, providing reports on fatherhood activities in the Departments of Probation, Corrections, and Youth Services, and the Office of Community Correction. The meeting educated Commission members about fatherhood activities in these departments, and it stimulated new ideas and cooperation between the agencies.

Six task forces, outlined below, form the nucleus of the Commission. Each focuses on a broad policy area outlined in the governor's executive order and on implementing the recommendations from the previous year's Commission report. These areas are: (1) family relationships, (2) community resources, (3) mentoring, (4) financial responsibility, (5) law enforcement, and (6) health resources.

- **Family Relationships Task Force:** marriage and divorce; impact of domestic violence on children; access and visitation; parent education for separated parents; co-parenting plans.

- **Community Resources Task Force:** parent education and child development programs; community outreach; the role of state and local governments in promoting responsible fatherhood; responsible fatherhood public awareness campaigns.
- **Mentoring Task Force:** research into mentoring programs, especially father-to-father mentoring; mentoring as part of marriage strengthening and family-to-family initiatives
- **Financial Responsibility Task Force:** job training and development efforts for fathers; child support and paternity establishment; father-friendly workplaces.
- **Law Enforcement Task Force:** expansion of responsible fatherhood initiatives to fathers involved in the criminal justice system; inclusion of responsible fatherhood initiatives in community policing programs.
- **Health Resources Task Force:** incorporation of responsible fatherhood initiatives into existing health care services; prevention of out-of-wedlock birth and teen pregnancy; research on fathers and families; voluntary acknowledgement of paternity.

The task forces are made up of Commission members, staff from agencies represented on the Commission, and individuals from the private sector who are not formal Commission members but have an interest in fatherhood issues. The task forces meet once or twice a month. In the first year, their assignment was to compile, research, and make recommendations for the Commission's report. During the second year, the task forces will work to implement the recommendations made in that report.

Dads Make a Difference Report

The Commission's most important accomplishment to date has been focusing the attention of Massachusetts citizens on the concept of responsible fatherhood. It has achieved this by developing *Dads Make a Difference: Action for Responsible Fatherhood,* a 170-page report that is an insightful and comprehensive analysis of the issues surrounding fatherhood. The report describes existing fatherhood activities in the Commonwealth of Massachusetts and makes recommendations for future projects and strategies. It emphasizes the goals of the Commission—increased paternity establishment and child support collections; stronger marriages; fewer out-of-wedlock births and teen pregnancies; and improved parenting skills of young fathers. It also spotlights the child at risk because of a divorce and recommends parent education and the development of coparenting plans in such a situation.

The report also educates the reader about the many areas in which father absence impacts on society and how to deal innovatively with the complexities of the fatherhood issue. The main body of the report makes recommendations under the following headings: Dads and Jobs; Dads and Marriage; Dads and Responsible Childbearing; Dads and Financial Responsibility; Dads, Moms and Cooperative Parenting; and Dads and Moms Apart. The last chapter looks at ways in which government and public policy can

become more father- and family-friendly. The entire report is available on the Internet at www.state.ma.us/cse/programs/dmd/guide.htm.

It is obvious from the report that the Commission has a broad perspective on the role a father plays in his child's life. Although the report strongly advocates for increased child support collections, it equally emphasizes the importance of a father's nurturing role and presence in a child's life. As Governor Celluci states: "We recognize that even though a father's financial support is critically necessary, it is not sufficient for a child's well-being."[3] The Commission also stresses the fact that the consequences of family breakup on children are long-lasting; it makes strong recommendations to strengthen marriage so that there are fewer divorces. The Commission now faces the task of developing implementation plans based on the report's recommendations.

Selected Fatherhood Activities Supported by the Department of Revenue's Child Support Enforcement Division

According to Marilyn Smith, the Department of Revenue's Child Support Enforcement Division is more focused on the responsible fatherhood issue than any other Massachusetts state agency. As a result of the Commission's work, a number of changes have already taken place in the child support program. The program has shown initiative in getting responsible fatherhood grants and making connections with other organizations who are working on fatherhood initiatives in the state. In particular, it provides the services listed below as a founding member of the Boston Partners to Strengthen Fathers and Families. The child support program also works with the Boston Public Schools to provide the Dads Make a Difference curriculum, which uses older teens to teach younger teens about child support and other responsibilities associated with fathering children. (See the Massachusetts profile in Chapter 5 for a full description of the Dads Make a Difference curriculum.)

Massachusetts' child support program is motivated by the philosophy that a community where responsible fatherhood is seen as the norm encourages voluntary compliance with child support rules and regulations. In addition, it fosters the ideal that a man should not have children until he is financially ready to support a child. (See Box 4.2 for a description of how the child support program has entered into partnerships with other Boston agencies to encourage responsible fatherhood.)

Box 4.2

Massachusetts' Leadership to Encourage Responsible Fatherhood Partnerships in Boston

The Massachusetts' child support program, operating through the Department of Revenue's Child Support Enforcement Division, has formed a partnership with Boston area agencies to provide diverse programs for noncustodial fathers.

- A $250,000 federal grant has been used for a partnership between the child support program and The Boston Healthy Start Initiative to offer a variety of services, ranging from employment and work skills to parenting skills and substance abuse counseling for young fathers.
- Boston has been chosen as one of 10 potential participants in a program funded by a grant of $1.5 million to be implemented over three years focused on young fathers. The child support program formed the Boston Partners to Strengthen Fathers and Families in response to a grant announcement by the National Center for Strategic Nonprofit Planning and Community Development (NPLC). The partners are the child support program, the Boston Healthy Start Initiative, the Children's Trust Fund, STRIVE, the Boston TenPoint Coalition (an organization of more than 60 churches) and Family Service of Greater Boston. The target population is noncustodial fathers, ages 16–25. The program offers a variety of services based on a case management referral system. The grant is part of a $10 million nationwide demonstration project in 10 cities.
- A federal Access and Visitation grant funds a program operated by a partnership between the child support program, the TenPoint Coalition, and the Suffolk County Probate and Family Court. This project targets unmarried fathers who are uninvolved or at risk of becoming uninvolved with their children. It offers visitation support services and parent education.

These partnerships aim to develop the capacity of the city of Boston to provide a seamless menu of community-based supports and services for noncustodial fathers that will improve the financial and emotional relationships between them and their children.

Florida Leadership on Fatherhood

"I've learned to stop worrying about those things and just be with her and show her that I love her—that even though I don't live nearby, if she ever needs me, I'm right there. I'm letting her get to know ME."

Luke, 34, an unmarried father of a seven-year-old daughter who lives with her mother two hours away from his home

Florida has the most structured focus for leadership of the three states profiled in this chapter—a Commission on Responsible Fatherhood. The Commission offers mini-grants as incentives to start or expand innovative programs for fathers, thus acting in a direction-setting capacity.

Florida's Commission on Responsible Fatherhood

In 1996, the Florida legislature established Florida's Commission on Responsible Fatherhood (FCORF) to identify and find ways to remove barriers that prevent fathers from being involved in the lives of their children. The aim of the Commission is to encourage fathers to be involved in all aspects of their children's lives—financially, emotionally, and spiritually. The Commission carries out its work by providing grants to programs that encourage responsible fatherhood and also through its advisory role to the state legislature.

According to 1997 state vital statistics reports, the scale of fathers' lack of involvement in Florida is alarming. Of the 3.5 million children in the state, approximately 33 percent did not have a father present in the household, compared to the national average of 24 percent. Of the children who lived in fatherless households, about 40 percent had not seen their father in at least a year, while 50 percent had never set foot in their father's home.[4]

Traditionally, the father's role has been perceived as that of economic provider, and in many states, addressing fatherhood issues is seen as a way for state or federal agencies to reduce their welfare contributions. Like Massachusetts and Connecticut, Florida aims to transcend these limited definitions of fatherhood by supporting programs that emphasize parenting skills and healthy family relationships. Buddy Witmer, executive director of FCORF, explains the Commission's focus: "Our goal is to make the relationship of the father, child, and family better than it has been. Over the past 30–40 years, these relationships have deteriorated to almost nothing. Without question, a responsible father financially supports his children, but he also emotionally and spiritually supports them. It is not one or the other —it is a combination of all three that is going to make the effort successful." Mr. Witmer is careful to point out that the Commission is not a fathers'-rights group, but rather a group advocating responsible fathering in many different spheres of family life.

One of the motivators behind the creation of FCORF was the late Governor Lawton Chiles. In 1998, the governor visited a fatherhood program funded by FCORF at Jefferson County jail. Much to the anxiety of his security men, the governor walked up and down the rows of inmates, shaking each one by the hand and speaking to them individually. He then addressed the group and spoke poignantly about his relationship with his own father. The man who had reached the highest position of office in the state found a connection with those men who had fallen the lowest—their connection was fatherhood. Although the governor died prematurely a few months later, the vision of that moment lives on in a Commission dedicated to uniting fathers with their children and their families.

FCORF is involved in funding new fatherhood projects as well as enhancing existing initiatives. What follows is a description of the Commission's structure, funding, and program focus.

Organizational Structure

The broad base of FCORF is apparent in the diverse organizations represented by its members. The Commission consists of 25 commissioners who come from a cross section of government, business, civic, legal, and social service organizations. Thirteen commissioners represent specific organizations, including, for example, the Florida Chamber of Commerce, Florida Coalition Against Domestic Violence, Miami Children's Hospital, and Florida Association of Deans and Directors of Schools. Seven members of the Commission are appointed by the governor; two members are from the Florida Senate; two are from the Florida House of Representatives. One judge is appointed by the chief justice of the Florida Supreme Court. In addition, the Commission has a full-time staff of three whose job is to carry out the recommendations of the Commission.

Funding

The operating costs of FCORF are provided by the Florida legislature. The Commission itself raises additional funding for service programs. Since 1997,

the state legislature has allocated FCORF an annual administrative budget of $250,000. This money is used to run an office staffed by a salaried executive director, an administrative assistant, and a research/contracts associate; to pay traveling expenses for the commissioners (who are not salaried); and to sponsor an annual governor's fatherhood symposium.

In 1998, the Commission raised an additional $533,000, which funded 17 fatherhood initiatives in over 35 counties across the state. This money originated from two sources: the Florida Department of Health contributed $250,000 and the Florida Department of Labor and the State WAGES Board contributed $283,000.[5] The Department of Health stipulated that their funds be administered through a local Healthy Start Coalition and limited grants to $50,000 per project. The money from the Department of Labor is earmarked for fatherhood initiatives that include employment training and placement for noncustodial fathers.

Program Activities

The Commission-funded projects vary in scope and focus. A number of the 1998 grants were to assess the interest in and need for a fatherhood program. Activities supported include childbirth and parenting education for men, teen pregnancy prevention efforts in local middle and high schools, parenting skills for incarcerated men, and employment training for noncustodial fathers. FCORF encourages the development of innovative projects, such as the one for incarcerated men in which fathers in prison read a book to their child on audiotape. The tape and book (provided by a large bookstore chain) are then mailed to the children so that they may "read along" with their dads.

Box 4.3

Florida Commission on Responsible Fatherhood (FCORF) Funding Criteria

In order to receive funding from the Commission, an organization has to submit a detailed grant proposal. A committee of commissioners reviews the grant proposals and reports back to the full Commission. A decision is then made regarding which projects will be funded by the Commission and contracts are prepared. The proposed project must address two or more of the following outcomes:

- Enhance ability of the fathers to be full partners in parenting their children through parenting education.
- Establish or enhance peer support networks to help fathers connect or reconnect with their children.
- Reduce teen pregnancy, focusing intervention on males prior to parenthood.
- Reduce incidence of family violence.
- Enhance fathers' ability to secure and retain gainful employment.
- Assist teen fathers in parenting skills, education, and self-sufficiency.
- Increase public awareness and understanding of the need for responsible fatherhood.

In order to ensure that programs function as proposed, FCORF conducts two on-site visits per year. The Commission also insists on strict outcome measures. For example, if a program says it will provide parenting education to 50 men, it has to show that it has reached 90 percent of the target population. Program staff are also required to conduct a pretest and a posttest to show the change in knowledge of the participants.

Other Activities of FCORF

In addition to funding and monitoring programs, the Commission holds public meetings, recommends legislative change, conducts media campaigns, and sponsors a statewide fatherhood symposium. For example, the commissioners meet seven to 10 times a year at different locations around the state. These meetings have a twofold purpose: to inform the commissioners and to educate the public. At these meetings, fathers and other family members speak publicly so that the commissioners can hear firsthand about the challenges of parenting—especially single parenting. Expert testimony is also presented on pertinent topics such as father's impact on a child's brain development, shaken-baby syndrome, and issues surrounding child custody. The Commission is also active in providing recommendations to the Florida state legislature on legislation to support responsible fatherhood. In the past year, seven recommendations have led to laws being passed. One example was the Move-Away Law, which stipulates that a custodial parent must show that it is in the best interests of the child before he or she moves a great distance from the noncustodial parent. The importance of this law to noncustodial parents is obvious: If children move away, it may terminate or severely restrict the access noncustodial parents will have to their children. Other legislation that was passed included laws regarding marriage preparation activities and education before divorce.[6]

The Commission also tries to increase public awareness on fatherhood issues. To this end, in 1998, the Commission conducted a statewide media campaign that emphasized the importance of the father's parenting role. Public service announcements (PSAs) were broadcasted over 10,000 times. (Sponsorship ensured that a $25,000 investment yielded over $400,000 worth of airtime.) The Commission got permission from the National Fatherhood Initiative to use their PSAs, "The Nature of Fatherhood," narrated by the resonant-voiced James Earl Jones. The PSAs feature lions and penguins and talk about how fathers in the animal world contribute to the rearing of their cubs and chicks. The campaign was conducted in partnership with the Ounce of Prevention Fund and the Florida Department of Children and Families. In 1999, the Commission is planning to work with the Florida Coalition Against Domestic Violence to design billboards and radio spots to highlight issues of domestic violence. This campaign will emphasize that a responsible father does not physically or emotionally abuse his children, wife, or significant other.

FCORF uses part of the funding it receives from the Florida legislature to sponsor an annual symposium on fatherhood in partnership with the governor's office and the Department of Juvenile Justice. The symposium, which is held during the week of Father's Day, provides an opportunity for organizations and individuals to gain insight into issues surrounding fatherhood. The conference features presentations from nationally renowned fatherhood experts. Workshop sessions deal with a variety of fatherhood issues, and existing fatherhood programs give feedback reports. In 1998, musical entertainment was provided by teenagers who had been in the juvenile justice system. That symposium highlighted some success stories by selecting three winners

for the Father of the Year award. The symposium is opened by the governor, thus emphasizing the state's commitment to fatherhood from the highest level. To ensure that the symposium is accessible to everyone, there is no registration fee. The increasing interest in and awareness of fatherhood issues in Florida is highlighted by the growing attendance at this annual event. The first symposium in 1997 drew 250; the following year attendance almost doubled, to over 400; and in 1999, 600–800 people are expected.

What follows is an in-depth look at two projects that received funding from FCORF in 1998. The first is a parenting class that was instituted at correctional facilities in Florida. The second is a fatherhood project at a Head Start site that takes a different approach from the Connecticut initiative highlighted above.

The DADS Family Project, Liberty Correctional Institution, Hosford, Florida

The DADS Family Project received FCORF's maximum grant allowance of $50,000. The project focuses on incarcerated men, but is also linked to the Healthy Start Coalition of Jefferson, Madison, and Taylor Counties.

The DADS Family Project is an innovative parenting course for fathers. DADS is an acronym for Dads Actively Developing Stable Families, a course created and implemented by Larry Barlow, who is a marriage and family therapist, and Arthur Cleveland, a clinical social worker and play therapist. Although the course has been run in numerous correctional facilities, it was originally designed for fathers in any situation—custodial and noncustodial, in prison or out. The aim of the course is to teach fathers how to build a relationship with their children. Most parenting courses start off with issues of communication and discipline, but Dr. Barlow and Mr. Cleveland believe that in order to communicate effectively with children, you first have to build a relationship with them. Dr. Barlow and Mr. Cleveland lead by example, and the course becomes an active demonstration of how to build a relationship as they gradually weave a connection of trust and love between themselves and the men. Their style is interactive, using videos, visual aids, and role-playing to engage all the senses. They do not ask the men to do anything they themselves do not do and they share their own experiences of fathering with insight and humor.

The program leaders nurture and empower the participants and hope that, in turn, these men will do the same for their children. The success of the program is evident from the fact that inmates encourage other inmates to attend. The senior prison psychologist, Connie Schenk, is deluged with requests from men wanting to participate. Dr. Schenk comments, "After the program is over and I see the men on the compound, there's a different light in their eyes and they carry themselves differently—they're a different person because of it." During the four weeks that the program was running, not one of the participants was locked up, which is an unusual occurrence and indicates a conscious change in behavior and attitude.

Box 4.4

Stages of the DADS Family Project — A Parenting Course in a Correctional Facility

A description of the various stages of the DADS Family Project course gives an insight into the lives of the inmates and also highlights the desperate need for changing men's perspectives on fatherhood especially in correctional institutions.

The course consists of four three-hour sessions. The first session helps the men understand their own childhood experiences, which may affect their role as fathers. The men are asked to recall memories of their fathers. At one session, an inmate volunteered: "Well, I never really knew my father. When I was two weeks old, he tried to give me away, and when he couldn't give me away, he set me on fire." Many of the inmates remember enduring harsh discipline and beatings. The course teaches the men alternative ways of parenting so that they no longer have to mimic their often abusive upbringing.

The second session deals with creating a safe and secure environment for children in the home. The inmates watch videos on the importance of the first three years in a child's life; they learn about the dangers of shaken-baby syndrome; and they learn how to child-proof a home to protect toddlers. Issues of drug and alcohol addiction and sexual abuse are addressed as these destabilize the home environment.

A vital stage in building a relationship with a child is understanding the different stages of a child's development. The course encourages parents to teach children a sense of responsibility, which helps them to feel competent and useful to their families. So when an inmate says that his child is only two and cannot contribute to the chores, Dr. Cleveland says: "Aha, a two-year-old *can* contribute because one of the developmental stages that a two-year-old goes through is that they like to sort objects. Therefore you can let two-year-olds divide the laundry or set the table by putting spoons on the table." These are things that kids do naturally at that point in their development, which gives them a sense of competency.

The part of the program that makes the greatest impression on the inmates is the play sessions. The men are given play-dough and bubbles. When asked why he thought playing with bubbles would help him with his child, Kevin, who is 30 years old, said: "I think playing with the bubbles was good because I missed a lot of my childhood. It was good to act as a child because when I get out of here ... my son is 12 and he'll still want to do childish things." The men are given a list of games that children of different ages are able to play based on their development. The men learn what to play and how to play so that they utilize these activities to give a child important and reassuring messages. For example, Larry Barlow explains that when you're playing catch with a child and you throw the ball to the child in the same way every time, you give them the message that they can always rely on you.

Finally, the course deals with discipline. The program builds up to this point so that the men have the knowledge and sensitivity to perceive that discipline is about teaching rather than punishing. In addition to using video vignettes, which are discussed and analyzed, the men are asked to take part in role-playing. In one such exercise, Dr. Cleveland acts as a petulant adolescent who will not do his chores and an inmate acts as the father. One of the inmates became so engrossed in the reality of the scene that he started to take off his belt to punish "his child." The men learn alternative ways to deal with conflict so that they don't have to resort to physical or emotional abuse. They go away with the slogan: "Rules without relationships leads to rebellion." One of the inmates serving time for child abuse wrote an unsolicited letter to the superintendent, saying: "If I had known the things that are taught in this class, I would not be here now."

Source: Based on a site visit by Neria Cohen.

The Healthy Start Coalition has applied for a grant to do a follow-up on this program. They would provide further teaching and support groups for the men once they have left prison and are reunited with their children. Having seen the success of the program, the Florida Department of Corrections is in the process of signing a contract directly with the DADS Family Project to replicate the program throughout the state prison system. This is a major success for the Commission; it has provided the seed money for a project that will now be funded independent of the Commission.

Early Education Head Start Program, Bay County–Panama City, Florida

Early Education Head Start of Bay County implemented a male involvement program four years ago. They called it D.A.D.S./A Responsible Fatherhood Program. D.A.D.S. is an acronym for Dads Accepting Duties in Society. In August 1998, Head Start received a grant of $50,000 from FCORF to enhance this program.

Prior to receiving this grant, the project concentrated on getting men into the classroom and out on field trips with the children. The grant has enabled Head Start to pay a staff member to concentrate full-time on reaching fathers, to go beyond the Head Start population to all men in the area who are interested, and to add a 13-part parenting course aimed specifically at fathers. (See Box 4.5.)

D.A.D.S. draws on fathers from all six Head Start sites in Bay County, but meetings are held in one central location. To date, the project has involved 120 men in the fatherhood program. The ethnic spread in the area is varied, with African American, Vietnamese, Hispanic, and white men attending sessions.

Box 4.5

Components of the D.A.D.S. Project—A Head Start Parenting Project

Parenting Course

A parenting course is run once a week for an hour over 13 weeks and follows the curriculum set out in The Nurturing Father's Journal, by Mark Perlman.* The course begins by looking at the man's relationship with his own father and then goes on to deal with issues such as anger management, substance abuse, stress, discipline, family rules, communication skills, negotiation, and conflict resolution. Between seven and 12 men attend each meeting. The atmosphere is relaxed, and the men are encouraged to participate, to talk about problems that they have as fathers, and to share experiences and insights.

College Courses

Steffon Hunt, the Responsible Fatherhood Project Coordinator, believes that it is important for the men to take ownership of the fatherhood project. He encourages initiative and nurtures leadership skills. To this end, he has made funds available to enable a number of the fathers to complete a citizen leadership course at Gulf Coast Community College. This 40-hour college course qualifies the men to become facilitators for meetings and workshops being offered by the college or by any civic or business group in the community—and to assist Mr. Hunt in running the 13-week fathering course.

Community Projects

The fathers from D.A.D.S. are encouraged to attend community awareness sessions in which plans are made for community projects. These meetings are held monthly. In the month of February, for example, they were preparing for Children's Week, which is held every March in Florida. During this event, half a day is set aside for legislators to be in their offices so that the ordinary citizen can consult with them. A group of 25 fathers from the D.A.D.S. project traveled to Tallahassee, the state capital, to speak with their representatives on specific topics relating to children. In order to be prepared for this encounter, the men will attend training workshops on advocacy so that they will know how to approach the representatives and how to address issues. The training will also include more general skills, such as how to write to one's congressperson, and will bring the men up to date on current child care laws. The project aims to instill a strong sense of leadership in the men and teach them how to advocate for their children.

Employment

The Head Start site houses a training room with five computers. The computers have programs to help parents train for their GED. Tutorial assistance and home visits are also provided to help with GED preparation. The computers are equipped with a career skills system, which helps direct people in their choice and understanding of different careers. The D.A.D.S. project also has a collaboration agreement with the Panama City Alumni Chapter of Alpha Phi Alpha, which is a national fraternity of African-American men. Members of the fraternity mentor the men in the D.A.D.S. program, helping them with employment and education strategies. For example, there are some Alpha members who are engineers at the local navy base. If any fathers are interested in engineering, the Alpha members allow them to shadow them at work occasionally; or they give them applications for employment; or they provide them with direction on what schools to go to or what classes to take. D.A.D.S. also has a partnership agreement with a local Marriott Hotel chain. Mr. Hunt explains: "The Marriott wants to hire some of our fathers because they appreciate our fatherhood program and understand what we are trying to do." For fathers who are seeking employment, there are also classes on basic job skills, such as how to do a résumé, how to dress for success, and how to go about completing an interview. If more individualized information is needed, the men are referred to the local WAGES Coalition office, which has an employability skills center. Head Start collaborates in this way with a number of agencies in order to provide their families with many facilities without duplicating services that are already available in the community.

---

* Pearlman, M. (1998). *A nurturing father's journal: developing attitudes and skills for male nurturance.* Panama City, FL: Center for Growth and Development, Inc.

Source: Based on a site visit by Neria Cohen.

Box 4.6

David's Story

David is 24 and is in the air force. His father was also a military man. He was very strict and had high expectations of David (expecting him to make all As and Bs), and David's life was scripted with military precision. David now has a three-year-old stepdaughter, Kayla, and his fiancée is expecting their first child. At the Nurturing Father's Program, he learned that "we tend to father the way we were fathered," and he became more sensitive to the fact that he was often too stern with his three-year-old and had unrealistic expectations of her behavior. David learned the importance of rewarding good behavior and methods of dealing with unacceptable behavior. For example, Kayla used to take off her shoes and jacket and throw them around the living room, or she would leave her toys lying around. David's response used to be a stern lecture. David now keeps a weekly chart of acceptable behavior and rewards Kayla with stars when she acts appropriately. He has noticed that Kayla is more willing to help and is more open to interacting with him. He recently scheduled a weekly family day when, from sunrise to sunset on Saturday, he, his fiancée, and his stepdaughter will spend time together.

Source: Based on an interview conducted by Neria Cohen.

Local Leadership on Fatherhood

Map and Track Fathers is basically about state efforts to provide leadership on fatherhood issues. At the same time, it is clear that there are many pathways to leadership, and that local-level efforts, with or without state involvement, can play a critical role. It is, after all, in communities that fathers, children, and families live. To that end, this chapter concludes with two boxes that provide brief descriptions of two outstanding local efforts, one based in a Colorado county, the other in Baltimore, Maryland, a city that is nationally recognized for its fatherhood programs. But it should be noted that in both instances, there has been strong state-level involvement in fatherhood issues. For example, Colorado and Maryland were two of only a handful of states cited in the 1997 *Map and Track Fathers* as having an individual at the state level to coordinate activities around responsible fatherhood.

Box 4.7

Fathering Through a County Lens: The Center on Fathering in El Paso County, Colorado

The County Context

El Paso County, Colorado, is a rapidly expanding county, with a population of about a half million people, a significant proportion of whom are employed by the military. An estimated 22 percent of Colorado's children in single-parent households live with custodial fathers, which is almost 60 percent higher than the national average of 14 percent.

In 1994, the county embarked on an effort to help fathers more effectively, creating the Center on Fathering.* The use of the title is significant; the focus is not only on fathers, but on the process of fathering, being involved with children. From its inception, the project has been led by Ken Sanders, who has a business degree, social service experience working with adolescents and with families involved in child welfare, and personal experience, for a time, as a single custodial dad.

The Center is housed in a warm and welcoming restored Victorian house. (The restoration was largely carried out by volunteers, including some who have since become very active on the board.) A rich resource library is available, including close to 300 books and a computer database of almost 500 articles.

At the core of the program is a threefold commitment: to serve all fathers, to promote healthy father-child involvement, and to help address related issues, such as reactions from mothers. This commitment is reflected in a growing array of programs and services to strengthen, encourage, and support fathers to be actively and positively involved in the care and development of their children. The Center welcomes all fathers—poor or middle class, custodial or noncustodial, biological or stepfathers. Fathers are referred by the courts, hospitals, schools, churches, and increasingly by word of mouth, from one father to another. In 1999, about 42 percent of the fathers had young children, aged five and under, and 39 percent had children between ages six and 12; 20 percent of fathers were low-income.

Structure and Funding

The two paid staff members and a cadre of volunteers also do considerable community education and outreach, both within El Paso County and beyond. Within the county, there is a particular effort to reach out to youth of high school age and younger, since ages seven to 12 have been identified as a time of great risk. In the beginning, there was also a sustained effort to work with county judges, to educate them about the Center's approach and the research data that support it. Most recently, the Center has offered outreach to the correctional system. Ken Sanders has also been involved in state-level efforts to provide support to fathers, working with Jim Garcia, both in his former capacity as fatherhood policy advisor to former Governor Romer and in his current role of promoting responsible fatherhood through the private sector.

The Center is supported by the El Paso County Human Service Agency. The majority of funds come from federal sources (e.g., TANF, Child Support Enforcement, and WtW) supplemented by local contributions, both in-kind and monetary.

Activities

The Center on Fathering promotes healthy father-child involvement in many different ways. There are classes on fathering and child development as well as conflict management and resolution. All provide information and also give fathers a chance to talk together about the challenges they face. The fathering classes, which last for 14 weeks, start with narratives, fathers sharing their own experiences with their fathers or father figures. In addition, Fathers—Now What is offered in partnership with a local hospital. Recognizing the role of mothers in promoting father involvement, the Center also offers a course for women, taught in partnership with the local women's resource agency. The course, called Being Our Fathers' Daughters, is designed to help women understand, using their own experience, how the loss of a father affects children.

For fathers who wish or require more supports, a strength-based care plan is developed. Such a plan might include mentoring—a dad with older children talking to one with younger children—videotaping father-child interactions, offering respite care, or counseling. The Center also tries to offer some fun activities to fathers and their children, such as barbecues and visits to the zoo. A number of support groups are also offered, including some for noncustodial fathers. Plans are in process for a teen fathers support group that will work collaboratively with staff already working with teen mothers on welfare.

Most recently, with the advent of welfare reform, the Center on Fathering has developed the Parent Opportunity Program of El Paso County (POPS), targeted to noncustodial parents, most of whom are fathers. Supported with funds from the state child support enforcement agency, the POPS program builds on the knowledge that more involved noncustodial parents are more likely to pay child support. To that end, the program engages in individualized intake assessment and case planning, makes referrals to the Center on Fathering as well as other community resources, and provides employment counseling and vocational rehabilitation referrals, peer support, supervised visitation, mediation, family counseling, and support services for custodial parents.

The Center also works closely with the county Visitation Center, which is located next door to the Center on Fathering. Supervised visitation is necessary for about 25 percent of the children in foster care, because of medical neglect, abuse, and other serious situations. When fathers are involved, the child welfare staff literally walk them over to the Center on Fathering to let them know of its existence and to help them make a connection that has proven important for many.

---

* For more information contact: The Center on Fathering, 325 North El Paso Street, Colorado Springs, CO 80901; (719) 634-7797 or 1-800-MY DAD.

Source: Based on a site visit by Jane Knitzer.

Box 4.8

Baltimore, MD: Fathering Through a Local Lens

The Context

Probably more than any other city in the United States, Baltimore reflects the state of the art for emerging fatherhood programs. Baltimore has become a model for many communities across the country. An outstanding feature of Baltimore's fatherhood efforts is a high degree of communication and coordination among program sponsors and practitioners. In fact, some staff at Baltimore programs have gained national recognition and are in demand as speakers, workshop leaders, trainers, and consultants.

Baltimore has a strong history of father-focused services, which receive regular attention from the media and have generated broad public acceptance. The media coverage, along with word of mouth, has led to having men voluntarily approach the services provided. Between 2,000 and 3,000 fathers are served daily by the programs in Baltimore. This has allowed fatherhood services to become an integral part of the family services mix in the city.

Another aspect of the Baltimore efforts for fathers is that services are not one-dimensional, focusing solely on fathers as economic providers. Rather, they aim to promote nurturing as well. Further, Baltimore activities reach across the broad range of public institutions such as health, education, criminal justice, social welfare, and religious organizations.

Structure and Funding

There is strong leadership from the mayor's office, indicated by the designation of a Male Initiative within the Department of Social Services, which coordinates all father-focused services funded by the state and municipal government. There is also a core group of well-respected and well-coordinated community-based service providers who have experience with the delivery of services to men. State funding, supplemented by funds from foundations and corporations, is targeted for distribution at the community level, primarily for young and low-income fathers.

Major Programs

- *Baltimore Department of Social Services Young Fathers/Responsible Fathers.* The Young Fathers/Responsible Fathers Program is a statewide program sponsored by the state Department of Social Services and run by local coordinators. It is the core of the effort in Maryland to help young men avoid too-early fatherhood. Programs are designed to meet the individual needs of each local community served, while the state provides training and technical assistance on an ongoing basis. State- and community-level Young Fathers/Responsible Fathers coordinators belong to local organizations and participate in interagency and community planning processes. (See Chapter 5 of this report for more information on the Young Fathers/Responsible Fathers Program.)
- *Center on Fathers, Families, and Workforce Development, Inc. (CFWD—formerly Baltimore Healthy Start Men's Services/STRIVE).* CFWD is an expanded version of the nationally recognized Men's Services Program of Baltimore Healthy Start and Project Strive. Five separately funded programs make up CFWD: the Men's Services Program (a continuation of the nationally recognized program), Support and Training Results in Valuable Employees (STRIVE), the Sandtown Youth Haven Police Mini-Station (PAL), the Team Parenting Demonstration Program (funded by the Ford Foundation), and the Baltimore City Partners for Fragile Families (described in Chapter 5 of this report), which is expected to be added soon.
- *Baltimore City Mentoring Project.* This project is a product of the Baltimore Mentoring Institute, established in 1990. The initiative provides caring adults to work with disadvantaged youth. Mentors are recruited through more than 30 area churches, which provide about 20 male members each to act as mentors. Approximately 1,000 youth are served through this program.
- *St. Bernardine's Head Start and Early Head Start.* This program was highlighted in the 1997 edition of *Map and Track Fathers.* It is a program that empowers families to be the primary educators of their children and helps families to achieve economic self-sufficiency. There are services offered to fathers, mothers, and children. Fathers are offered assistance in employment searches, mediation, peer counseling, male parenting, and therapy. Services for mothers include parenting skills, adult education, and counseling. Childcare services are offered to both mothers and fathers. Education and family support is available to children. The program has been in operation since 1973 and has served fathers since 1983.

Source: Based on information from Jim Levine and Ed Pitt gathered for their forthcoming report on fatherhood in communities.

Conclusions

This chapter provides an overview of three state strategies to encourage responsible fatherhood as well as glimpses of county and city approaches. Among the states, although leadership strategies and auspices vary, along with the nature and extent of direct program activities supported, all share one common perspective: a vision of a broader definition of responsible fatherhood. Further, virtually all have used the available federal support creatively to promote the broader vision, supplemented, to varying (and sometimes limited) degrees, by state dollars. There are other states that have also taken a leadership role, albeit too few, but resources did not permit a visit to them. Nonetheless, even with this limited picture, it is clear that there is much more that most states might do than they are doing presently, even as it is clear that there are models and leaders who can help in the effort. The children can only be the beneficiaries.

Endnotes

1. Neria Cohen is largely responsible for the profiles of the three states. Jane Knitzer developed the profile of the El Paso County Center on Fathering and Stanley Bernard developed the profile of Baltimore, based on materials shared by Jim Levine and Ed Pitt at the Families and Work Institute from their forthcoming report.

2. Celluci, P. (1998). Massachusetts taking bold measures to strengthen families. *Fatherhood Today*, 3(1), p. 4.

3. *Ibid.*

4. State of Florida. (1997). *Florida vital statistics 1997 annual report.* Tallahassee, FL: Florida Department of Health.

5. WAGES is the states welfare program created by waiver prior to and continued under PRWORA.

6. An interesting recommendation that will be addressed in the Florida Legislature in 1999 illustrates the sensitivity and subtlety of changing society's attitude toward fatherhood. The Commission is recommending that the word "visitation" be removed from the statutes dealing with Family Law and be replaced with the word "access." As Mr. Buddy Witmer says: "We have let our language become a barrier—no parent wants to be considered a 'visitor' to his child.

CHAPTER 5

State-by-State Fatherhood-Related Indicators and Descriptions and Summaries of State Strategies and Policies to Encourage Responsible Fatherhood

Since my daughter became a teenager I haven't been able to think about women the same way. I don't even look at them young girls anymore. My player days are over.

Peter, a 40-year-old father of five children, one a 16-year-old daughter

Seeing the things people do to their children [on my job with protective services] I'm glad I can be there to protect my own kids. Most of the kids I work with have no father and some of the men who are there are the perpetrators.

Paul, a 39-year-old child welfare supervisor and father of six children

This chapter provides a two-page profile of each of the 50 states and U.S. territories surveyed by NCCP, including their state strategies to encourage responsible fatherhood and a summary of state statistical indicators that describe fathers, families, and children. Strategies were reported by 45 states and territories in 1999. The descriptions are separated into those that: promote public awareness, prevent unwanted or too-early fatherhood, enhance fathers as economic providers, strengthen fathers as nurturers, and promote leadership capacity. Program and policy information was gathered from the states from October 1998 through May 1999 using surveys designed by NCCP (See Appendix A.) For those states not reporting in 1999, the information from the 1997 edition of *Map and Track Fathers* is given.

The statistical indicators for each state include data on family structure; marriage; fathers and work; fathers and schooling; fathers and poverty; and fathers and child support. Information on these indicators was gathered by NCCP using the March Current Population Surveys prepared by the U.S. Bureau of the Census. Figure 5.1 provides a guide to understanding these indicators. Due to small sampling sizes, the data represent a five-year average (1994–1998), unless otherwise noted.

Figure 5.1

Reader's Guide to State Indicators

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	State
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	
Percent of children living in father-only families	3.9	
As percent of all single-parent families	14.0	
Percent of children living with unmarried teen mothers	1.1	
Percent of children living in two-parent families	69.0	
Paternity establishment rate	55.0	
Fathers and Work		
Percent of children whose resident father is not employed	5.1	
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	
Percent of children whose father is employed part-time	15.7	
Fathers and Education		
Percent of children whose father did not finish high school	15.2	
Percent of children whose father had finished high school	31.3	
Percent of children whose father had more than high school	53.5	
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	
Poverty rate of children in two-parent families with father employed full-time	5.1	
Poverty rate of children in single-parent families	45.5	
Fathers and Child Support		
Percent of total child support collections by case	20.5	
Percent of total child support collections by dollars	51.7	

This chart provides an explanation for the social and economic indicators of fatherhood for the 50 states, Puerto Rico,* and the District of Columbia. All statistical data were calculated by NCCP using information from the March Current Populations Surveys of the U.S. Bureau of the Census for the years 1993–1997 and 1994–1998 (as indicated below). The paternity establishment rate and the child support enforcement data were calculated by NCCP using fiscal year 1996 data from the 1998 report: *Child Support Enforcement, 21st Annual Report to Congress.* Washington, DC: Office of Child Support Enforcement (OCSE), U.S. Department of Health and Human Services.

* Information on Puerto Rico was not included in the March Current Population Surveys.

Fathers, Families, and Marriage (1994–1998 averages)

Children under age 18 in mother-only families as a percent of all families

Children under age 18 in father-only families
as a percent of all families
as a percent of all single parent families

Unmarried teen mothers as a percent of all mothers

Children in two-parent families as a percent of all families

Paternity establishment rate in 1996 (The paternity establishment rate, also called the paternity standard, is the total number of children born out-of-wedlock receiving AFDC or CSE services for whom paternity has been established, divided by all children born out-of-wedlock who are receiving AFDC or CSE services. (OCSE *21st Annual Report,* Table 46)

Fathers and Work (1993–1997 averages)

Unemployed resident fathers (percent of children under age 18 with fathers who are not working but are seeking employment)

Resident fathers working full-time or part-time (of all employed fathers, percent of children under age 18 whose father worked full-time and percent of children under age 18 whose fathers worked at part-time jobs 20 hours or less per week)

Fathers and Education (1994–1998 averages)

Fathers with less than a high school education (children under age 18 with a father having less than a high school education)

Fathers with a high school education (children under age 18 with a father having a high school education and no more)

Fathers with more than a high school education (children under age 18 with a father having more than a high school education)

Fathers and Poverty* (1993–1997 averages)

Poverty in two-parent families (Poverty rate among children under age 18 in two-parent families)

Poverty in two-parent families with full-time working father (poverty rate of children under age 18 with a father working full-time and mother not working)

Poverty in single-parent families (poverty rate among children under age 18 in single-parent families)

Fathers and Child Support (1996 fiscal year)

Percent of total child support collections by case and by dollars.

The total collections by case is determined by dividing the total number of CSE case in which a collection was made by the average annual CSE caseload in fiscal year 1996. (OCSE *21st Annual Report,* Table 34/Table 32) Children who receive child support but do not receive CSE services are not reflected here.

The total collections by dollars owed is calculated by dividing the total current support collected by the total current support owed in fiscal year 1996. (OCSE *21st Annual Report,* Table 69/Table 68)

---

* Poverty rate is defined here as the percentage of children under age 18 in families of a particular type that have a family income below the official poverty line established by the federal government. In 1997 the official poverty line was $12,802 for a family of three and $16,400 for a family of four.

ALABAMA

Overview

Alabama uses public service announcements to reach fathers. The state's welfare policy includes revoking the licenses of noncustodial parents who do not pay child support. Alabama has also replicated a special program from Texas focusing on young fathers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Alabama uses public service announcements to publicize men's roles in children's lives. The public service announcements are funded by a combination of state and private funds.

Preventing Unwanted or Too-Early Fatherhood

Alabama has adapted the Paternity and Parenthood (PAPA) program operated in Texas. The program targets school-aged youth and discusses the legal responsibilities of fathers. The state also uses a video from the California PAPA program. The Alabama Department of Human Resources hopes to demonstrate the curriculum in schools and in agencies that work with teen males.

Enhancing Fathers as Economic Providers

Alabama revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has an in-hospital paternity establishment strategy.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

ALABAMA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Public service announcements to publicize men's roles in children's lives.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Paternity and Parenthood program (PAPA).

☑ **Enhancing Fathers as Economic Providers**

- Revoke the driver and professional licenses of those who do not pay child support.
- In-hospital paternity establishment program.

☐ **Strengthening Fathers as Nurturers**

None reported.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Alabama
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	29.0
Percent of children living in father-only families	3.9	4.1
As percent of all single-parent families	14.0	12.3
Percent of children living with unmarried teen mothers	1.1	1.3
Percent of children living in two-parent families	69.0	63.0
Paternity establishment rate	55.0	48.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.4
Percent of children whose father is employed part-time	15.7	11.6
Fathers and Education		
Percent of children whose father did not finish high school	15.2	14.9
Percent of children whose father had finished high school	31.3	34.7
Percent of children whose father had more than high school	53.5	50.4
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	10.2
Poverty rate of children in two-parent families with father employed full-time	5.1	5.8
Poverty rate of children in single-parent families	45.5	50.3
Fathers and Child Support		
Percent of total child support collections by case	20.5	21.3
Percent of total child support collections by dollars	51.7	44.8

ALASKA*

Overview

Alaska has a minimum wage higher than the federal minimum wage standard and has family and medical leave that exceeds national recommendations. The state also has opted to make welfare benefits available to two-parent families and to revoke the driver and professional licenses of noncustodial parents not paying child support.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The statewide public-awareness campaign to encourage men to be responsible fathers uses public-service announcements, radio ads, and purchased exterior signs on buses.

Preventing Unwanted or Too-Early Fatherhood

Alaska has a male involvement component in its pregnancy prevention initiatives promoting responsible sexuality. The state also uses public speakers in schools to send messages of responsible sexuality to youth.

Enhancing Fathers as Economic Providers

Alaska revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has a minimum wage that is higher than the federal minimum wage.

Strengthening Fathers as Nurturers

Alaska extends family and medical leave beyond the federal requirements for men and women to care for sick family members or for newborn children.

Promoting Leadership Capacity

None reported.

---

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

ALASKA

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Public service announcements and public signs encouraging responsible fatherhood.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Promote male involvement in pregnancy prevention as a program strategy.

☑ **Enhancing Fathers as Economic Providers**

- Benefits available to two-parent families.
- License revocation.
- Minimum wage higher than federal standard.

☑ **Strengthening Fathers as Nurturers**

- Health and medical leave allowances beyond federal requirements

☐ **Promoting Leadership Capacity**

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Alaska
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	18.0
Percent of children living in father-only families	3.9	6.4
As percent of all single-parent families	14.0	26.1
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	74.4
Paternity establishment rate	55.0	73.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	75.5
Percent of children whose father is employed part-time	15.7	24.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.3
Percent of children whose father had finished high school	31.3	34.5
Percent of children whose father had more than high school	53.5	59.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.5
Poverty rate of children in two-parent families with father employed full-time	5.1	1.8
Poverty rate of children in single-parent families	45.5	20.7
Fathers and Child Support		
Percent of total child support collections by case	20.5	17.8
Percent of total child support collections by dollars	51.7	47.3

ARIZONA

Overview

Arizona is attempting to create collaborative networks and develop memoranda of agreement with young fathers on the issue of responsible fatherhood. The state is also working with local agencies and municipalities to provide special services, training, and referrals.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The state is working with the Arizona Cardinals football team to implement a public-awareness campaign to promote Arizona's Fatherhood Initiative. The theme of the campaign is "Fatherhood Can Be Child's Play." Cardinals team members are featured with their children. Billboards will be displayed in the state's two largest metropolitan areas.

Preventing Unwanted or Too-Early Fatherhood

The Department of Child Support Enforcement (DCSE) participates in the Young Fathers Networking and Work Group that identifies services for fathers and seeks to uncover service gaps. This group initiated collaboration with Mesa Community College and the City of Phoenix.

Enhancing Fathers as Economic Providers*

DCSE has established memoranda of agreement with the City of Phoenix Step Up Program and the Mesa Community College Educational Development Training Center to refer unemployed and underemployed noncustodial fathers to programs for job training and placement. DCSE provides training to the Step Up staff in the South Maricopa region on paternity establishment. DCSE is also working with Mesa Community College to establish a process for referring noncustodial parents to the school's Educational Development and Training Center.

The state will use Welfare-to-Work funds to help noncustodial fathers of children on welfare to find jobs. To help these men, DCSE will establish memoranda of agreement with the local private area councils, the Jobs Training Partnership Act (JTPA) service delivery areas, and the Job Opportunities and Basic Skills Training Program (JOBS). The program will accept voluntary and court-ordered referrals.

As part of the federal Child Support Enforcement Program, Arizona has launched an initiative to encourage acknowledgment of paternity. Developed and carried out in cooperation with hospitals, the initiative has succeeded in guiding many unmarried fathers to acknowledge paternity at the time of the birth of their child. A bilingual publication entitled What Every Parent Should Know About Establishing Paternity has been produced.

Strengthening Fathers as Nurturers

DCSE is in the process of applying for federal Access and Visitation grants to provide mediation for parents involved in access and visitation disputes, parenting classes stressing parental involvement, neutral pick-up and drop-off sites, and attorney services to establish parenting plans.

Promoting Leadership Capacity

Created in 1994 to make policy recommendations, the Child Support Coordinating Council is comprised of legislators, custodial and noncustodial parents, and representatives from state agencies.

---

* The state is starting to track the impact of sending noncustodial parents into job-training and placement programs and the impact of support collections. No data are yet available.

ARIZONA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Work with sports team to sponsor fatherhood media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Young Fathers Networking and Work Group.

☑ **Enhancing Fathers as Economic Providers**

- Memoranda of agreement to refer noncustodial fathers for services.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- Paternity acknowledgement program with bilingual publication entitled *What Every Parent Should Know About Establishing Paternity.*

☑ **Strengthening Fathers as Nurturers**

- Department of Child Support Enforcement is applying for federal Access and Visitation grants.

☑ **Promoting Leadership Capacity**

- Child Support Coordinating Council.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Arizona
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.2
Percent of children living in father-only families	3.9	4.3
As percent of all single-parent families	14.0	16.1
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	70.8
Paternity establishment rate	55.0	56.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	78.3
Percent of children whose father is employed part-time	15.7	21.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	22.8
Percent of children whose father had finished high school	31.3	25.2
Percent of children whose father had more than high school	53.5	52.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	17.1
Poverty rate of children in two-parent families with father employed full-time	5.1	11.3
Poverty rate of children in single-parent families	45.5	46.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	13.9
Percent of total child support collections by dollars	51.7	72.6

ARKANSAS

Overview

Arkansas has enacted new legislation to strengthen child support enforcement. It also has implemented strategies for incarcerated men and noncustodial fathers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Arkansas has conducted a public relations campaign through the Arkansas Department of Health targeting young fathers and addressing the responsibilities of fatherhood.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

The state offers preemployment and postemployment services to noncustodial fathers of children receiving Temporary Assistance to Needy Families. Preemployment services include subsidized and unsubsidized employment, community service programs, work experience programs, wage-subsidy and job-creating programs, and on-the-job training. Postemployment services include basic education, English as a second language, occupational skills training, and mentoring

Arkansas has enacted new legislation to strengthen child support enforcement provisions, report child support case data, require cross-matching using social security numbers obtained from marriage and other licenses having child support data, and establish registries for new employees and for child support orders.

The Alternative Parental Support Program is administered by the Arkansas Child Support Enforcement Agency. The program offers participants education, job training, family planning, and parent education. Noncustodial parents can postpone child support payments by enrolling in the program. However, if the father fails to meet the requirements of the program, he can be dismissed from the program and forced to pay all past-due child support.

Strengthening Fathers as Nurturers

The Putative Fathers Registry allows a man to register himself as the father of a child without the mother's acknowledgment of his paternity.

The Arkansas Department of Health's Division of Reproductive Health currently offers educational presentations to prerelease inmates at the Wrightsville and Benton Units of the Department of Corrections. Topics include family planning and reproductive health, paternity and child support, family violence and abuse, and sexually transmitted diseases, including HIV and AIDS.

Promoting Leadership Capacity

None reported.

ARKANSAS

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Public relations campaign targets young fathers.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- Employment services offered to noncustodial fathers of children receiving TANF.
- New legislation strengthening child support enforcement provisions.
- Alternative Parental Support Program.

☑ **Strengthening Fathers as Nurturers**

- The Putative Fathers Registry.
- Health and child support educational presentations offered to incarcerated fathers.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Arkansas
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	26.2
Percent of children living in father-only families	3.9	3.3
As percent of all single-parent families	14.0	11.1
Percent of children living with unmarried teen mothers	1.1	0.9
Percent of children living in two-parent families	69.0	64.8
Paternity establishment rate	55.0	64.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.8
Percent of children whose father is employed part-time	15.7	13.2
Fathers and Education		
Percent of children whose father did not finish high school	15.2	14.7
Percent of children whose father had finished high school	31.3	41.5
Percent of children whose father had more than high school	53.5	43.8
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	11.4
Poverty rate of children in two-parent families with father employed full-time	5.1	4.5
Poverty rate of children in single-parent families	45.5	51.6
Fathers and Child Support		
Percent of total child support collections by case	20.5	27.8
Percent of total child support collections by dollars	51.7	60.8

CALIFORNIA

Overview

California has invested substantial state funding in its fatherhood programs. The state has attempted several innovative demonstration projects and will perform ongoing evaluations of them. California has appropriated $12.1 million for the Noncustodial Parent Employment and Training Demonstration Project (NCP Demo)* in the current fiscal year. Other fatherhood programs are administered by various state agencies at additional costs.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

California has launched a statewide male involvement media campaign that is part of the Male Involvement Program. The campaign utilizes posters and billboards to convey, in English and Spanish, the message that men should be responsible fathers.

Preventing Unwanted or Too-Early Fatherhood

The state has initiated a comprehensive effort to prevent teen pregnancy. The initiative entails collaborative efforts by local youth programs, social service organizations, health organizations, and law enforcement. The program includes 23 projects in seven counties in the state.

California offers a Young Men As Fathers program at four California Youth Authority Institutions to improve the parenting skills of young incarcerated fathers in the state juvenile correctional facilities.

The state continues to fund the Vertical Prosecution Program that gives incentives to district attorney offices statewide to prosecute statutory rape offenders.

Enhancing Fathers as Economic Providers

The California Department of Social Services (CDSS) is conducting a three-year pilot called the Noncustodial Parent Employment and Training Demonstration Project (NCP Demo). The purpose of the NCP Demo is to determine whether providing employment, training, supportive services, and parental training to unemployed or underemployed noncustodial parents of children receiving pubic assistance will result in increased child support payments, reduced public assistance, and increased parental involvement in their children's lives. The NCP Demo is currently being conducted in Contra Costa, Los Angeles, Napa, San Benito, San Francisco, Santa Barbara, and Santa Clara Counties. More counties may be added in 1999.

CDSS also conducts child support assurance (CSA) programs in three counties as an alternative to welfare. Families with earnings and an established child support order receive a guaranteed child support payment in lieu of welfare benefits from the Cal WORKS program.* The state seeks to demonstrate whether a guaranteed minimum level of financial support for the children of participating families can result in financial stability for these children while encouraging custodial parents to be employed and noncustodial parents to share in the financial support of their children. CSA demonstration projects will run for three years.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

California has a Family Leave Act allowing up to 16 weeks of unpaid leave over a two-year period for men and women for medical or child rearing purposes.

Wedfare, a part of California's welfare reform program, provides transitional child care and health benefits to low-income mothers who choose to marry.

Promoting Leadership Capacity

None reported.

---

* The RAND Corporation will evaluate the Cal WORKS program, including aspects of the program regarding fatherhood. The University of California at Los Angeles School of Public Policy and Social Research and the Lewis Center for Urban Studies will evaluate the NCP Demo programs. The evaluations will be based on the employment status of noncustodial parents, a reduction in the welfare dependency of children, program effectiveness in increasing noncustodial parental involvement with children, cost/benefit analysis, and program design and operation. An independent evaluator, yet to be chosen, will evaluate the CSA projects for their impact, process, and cost/benefit.

CALIFORNIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Statewide male involvement media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Comprehensive effort to prevent teen pregnancy includes 23 projects in seven counties.
- Young Men As Fathers programs.
- Vertical Prosecution Program for statutory rape perpetrators.

☑ **Enhancing Fathers as Economic Providers**

- Noncustodial Parent Employment and Training Demonstration Project three-year pilot.
- Child support assurance demonstration projects.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- State Family Leave Act allows for more unpaid leave than federal statute.
- Wedfare provides transitional benefits to low-income mothers who marry.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	California
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.8
Percent of children living in father-only families	3.9	4.2
As percent of all single-parent families	14.0	15.5
Percent of children living with unmarried teen mothers	1.1	1.2
Percent of children living in two-parent families	69.0	69.9
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	7.6
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	79.7
Percent of children whose father is employed part-time	15.7	20.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	27.5
Percent of children whose father had finished high school	31.3	22.0
Percent of children whose father had more than high school	53.5	50.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	17.6
Poverty rate of children in two-parent families with father employed full-time	5.1	9.3
Poverty rate of children in single-parent families	45.5	45.7
Fathers and Child Support		
Percent of total child support collections by case	20.5	17.2
Percent of total child support collections by dollars	51.7	31.9

COLORADO

Overview

Colorado's efforts are focused on strengthening local program capacity and community leadership around father involvement. The Colorado Fatherhood Connection (CFC), formerly the Governor's Responsible Fatherhood Initiative, is leading this effort by providing technical assistance and training to community-based organizations as well as to state agencies that are seeking to provide services to fathers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

As part of an effort to promote broader public awareness about responsible fatherhood, CFC has teamed up with the Colorado Rockies baseball organization, the Children's Hospital, the Office of Child Support Enforcement, and other corporate sponsors to launch a statewide media campaign. Entitled "Be a fan of Your kid," the campaign focuses on developing and enhancing the leadership capacity of the participants around the issue of father involvement.

The state held a statewide fatherhood summit in October 1998 to address the myriad of issues experienced by fathers. Over 500 participants attended the event, including fathers, service providers, employers, and policymakers. The sessions at the summit focused on developing and enhancing the leadership capacity of the participants around the issue of father involvement.

The state publishes the *Colorado Fathers Resource Guide*, a directory designed to help fathers and service providers locate services in the state. The guide is made available through hospitals, clinics, schools, and other public and private systems that work directly or indirectly with fathers. Colorado plans to publish a legal resource guide to help fathers navigate the legal system.

Preventing Unwanted or Too-Early Fatherhood

The CFC works with the Public Health Department and community-based programs to educate young men about the issues associated with unwanted or too-early fatherhood. Additionally, the CFC is developing the curriculum for a Male Responsibility and Leadership project that will be piloted in two Denver high schools.

Enhancing Fathers as Economic Providers

The governor's office, the Office of Child Support Enforcement, and a local community-based organization that targets services for young fathers worked together to develop a proposal for the Partners for Fragile Families (PFF) initiative. The state was one of 10 sites funded nationwide for PFF. The program will emphasize employment and career development.

Strengthening Fathers as Nurturers

The state sponsors a parent education program for incarcerated fathers who are six months to one year away from release. The program is funded through the CFC, with moneys from the federal Access and Visitation grant.

In Colorado divorce proceedings, the word "custody" has been changed to "parental responsibility." This was done to soften the adversarial conduct between parents during these proceedings. As a result, all divorcing parents must now create a parenting plan for their children. The Colorado Office of Dispute Resolution plans to extend its dispute resolution services to parents who have never married and to include parenting time issues in its services.

The Parent Opportunity Project (POP) is funded by the state Child Support Enforcement Agency. POP provides case management for noncustodial fathers and refers them for counseling, vocational rehabilitation, peer support, supervised visitation, and family counseling.

Promoting Leadership Capacity

One of the functions of the Colorado Fatherhood Summit is to promote leadership capacity by providing training sessions for conference participants that include skills building exercises that promote father involvement. The CFC also provides ongoing technical assistance and training to community organizations that are seeking to expand or enhance the services they offer to fathers.

COLORADO

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Works with sports team to sponsor fatherhood media campaign.
- Statewide fatherhood summit.
- *Colorado Fathers Resource Guide* directory.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Works with local programs that provide services to teen fathers.

☑ **Enhancing Fathers as Economic Providers**

- Partners for Fragile Families.

☑ **Strengthening Fathers as Nurturers**

- State sponsors a parent education program for incarcerated fathers.
- State has replaced the word "custody" with "parental responsibility" in divorce proceedings.
- The Parent Opportunity Project (POP).

☑ **Promoting Leadership Capacity**

- Fatherhood summit promotes leadership capacity.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Colorado
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	18.3
Percent of children living in father-only families	3.9	5.1
As percent of all single-parent families	14.0	21.6
Percent of children living with unmarried teen mothers	1.1	0.7
Percent of children living in two-parent families	69.0	75.0
Paternity establishment rate	55.0	57.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.8
Percent of children whose father is employed part-time	15.7	13.2
Fathers and Education		
Percent of children whose father did not finish high school	15.2	9.3
Percent of children whose father had finished high school	31.3	25.6
Percent of children whose father had more than high school	53.5	65.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	5.7
Poverty rate of children in two-parent families with father employed full-time	5.1	2.0
Poverty rate of children in single-parent families	45.5	27.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	16.7
Percent of total child support collections by dollars	51.7	46.1

CONNECTICUT

Overview

Connecticut's fatherhood-promoting strategies include a public-awareness campaign, strengthened statutory rape provisions, and efforts to encourage and enable men to work as well as involve themselves with their families.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Connecticut Women's Education and Legal Fund provides education and outreach services to the general population as well as community-based services regarding child support programs. The goal is to educate service providers along with custodial and noncustodial parents on child support issues to help them better understand the services available to them in their community.

Connecticut's Department of Social Services (DSS) sponsored a fatherhood conference in March 1999.

Preventing Unwanted or Too-Early Fatherhood

Dads and Kids Campaign is a joint effort between the DSS and the Dads Do Make a Difference project started by Tate George, a former University of Connecticut and NBA basketball player. The campaign is the second phase of the Dad's Do Make a Difference project, which provides information, incentives, events, training, and referrals to increase positive awareness of the importance of interaction between fathers and their children.

The state has a special crime-fighting unit to investigate and prosecute statutory rape offenders.

Enhancing Fathers as Economic Providers

Connecticut is developing its own Parents' Fair Share program based on the national model to increase the number of employment and educational opportunities available to noncustodial fathers. It is hoped that this, in turn, will result in increased child support payments and enhanced parenting skills.

Connecticut is implementing the Family-to-Family Mentoring Program through which families not receiving public assistance provide direct and personal support to families making the transition from public assistance to self-sufficiency. The particular focus is on involving male mentors to demonstrate successful on-the-job business skills.

The Head Start, Child Care, Child Support Collaboration Grant is providing accurate information regarding child support and paternity establishment. Now in its second year, the grant will try to involve more fathers in Head Start programs. A comprehensive program for fathers will be implemented in Litchfield and New Haven. A publicity component will also be implemented to disseminate accurate information on child support to a broader audience.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $100.

Strengthening Fathers as Nurturers

The state provides Access and Visitation grants to never-married noncustodial parents who are having problems regarding visiting their children. A pilot program in Hartford provides conflict resolution and supervised visitation. The grant is administered through the judicial branch.

The Hartford Housing Authority and Connecticut's child support enforcement program continue to sponsor the Family Reunification Project. The project places noncustodial parents in jobs associated with the reconstruction of the Charter Oak Housing Project. The Department of Social Services has assigned special child support employees to work with fathers and the Hartford Housing Authority to resolve any outstanding child support issues.

Promoting Leadership Capacity

None reported.

CONNECTICUT

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with the Connecticut Women's Education and Legal Fund.
- Department of Social Services sponsored a fatherhood conference.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Dads and Kids Campaign.
- Special crime-fighting unit investigates statutory rape offenders.

☑ **Enhancing Fathers as Economic Providers**

- State is developing a Parents' Fair Share program.
- Family-to-Family Mentoring Program.
- Child support training offered to Head Start personnel.
- Child support pass-through is $100.

☑ **Strengthening Fathers as Nurturers**

- Access and visitation program is being piloted for never-married parents.
- Family Reunification Project.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Connecticut
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.5
Percent of children living in father-only families	3.9	4.6
As percent of all single-parent families	14.0	16.9
Percent of children living with unmarried teen mothers	1.1	1.0
Percent of children living in two-parent families	69.0	68.9
Paternity establishment rate	55.0	66.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	85.0
Percent of children whose father is employed part-time	15.7	15.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	9.9
Percent of children whose father had finished high school	31.3	26.5
Percent of children whose father had more than high school	53.5	63.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	2.9
Poverty rate of children in two-parent families with father employed full-time	5.1	1.9
Poverty rate of children in single-parent families	45.5	43.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	17.6
Percent of total child support collections by dollars	51.7	46.6

DELAWARE

Overview

Delaware's fatherhood programs and policies are largely related to the new welfare law. The state is a participant in a national demonstration effort to strengthen child support collection agencies and practices.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Sexual predator legislation strengthens the penalties for statutory rape and for sex between a young girl and a man 10 or more years older. This law also strengthens interagency links on behalf of the victims.

Enhancing Fathers as Economic Providers

Our Parents Seek Work program targets noncustodial fathers of children receiving Temporary Assistance to Needy Families. The program helps with finding employment for noncustodial fathers to increase their ability to pay child support.

Delaware has federal funds to streamline child support enforcement techniques, develop an enhanced quality control system, and implement a community-based approach to enforcement. Accomplishments in these areas will be evaluated at a later time.

The state revokes the driver licenses of fathers in significant arrears for child support.

Delaware also performs a financial institution data match to levy funds owed by noncustodial parents in arrears for child support.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

The Delaware Department of Corrections conducts parenting classes for incarcerated males. Prerelease information is available to inmates on developmental milestones and parenting techniques.

Promoting Leadership Capacity

None reported.

DELAWARE

Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Sexual predator legislation strengthens the penalties for statutory.

☑ **Enhancing Fathers as Economic Providers**

- Our Parents Seek Work program.
- State has federal funds to improve child support enforcement system.
- State revokes driver licenses of those who do not pay child support.
- State performs a financial institution data match to levy child support owed.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- Parenting classes offered to incarcerated males.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Delaware
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	27.4
Percent of children living in father-only families	3.9	5.2
As percent of all single-parent families	14.0	16.0
Percent of children living with unmarried teen mothers	1.1	1.5
Percent of children living in two-parent families	69.0	62.5
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.7
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	85.7
Percent of children whose father is employed part-time	15.7	14.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	11.3
Percent of children whose father had finished high school	31.3	34.1
Percent of children whose father had more than high school	53.5	54.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	4.4
Poverty rate of children in two-parent families with father employed full-time	5.1	2.8
Poverty rate of children in single-parent families	45.5	34.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	28.3
Percent of total child support collections by dollars	51.7	62.0

DISTRICT OF COLUMBIA

Overview

The District of Columbia sponsors a host of privately funded local mentoring programs for young men. Publicly funded initiatives focus on enforcing child support, enhancing employability, and building public awareness of responsible fatherhood.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The District of Columbia works with the Institute for Responsible Fatherhood to promote public awareness of fatherhood roles and responsibilities.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

The Responsible Fatherhood Group of DC Child Support helps to enforce child support laws for absent fathers. This group tries to help noncustodial fathers of children on public assistance to find employment and gives them incentives to pay child support voluntarily.

The District of Columbia provides Welfare-to-Work funds and plans to submit grant applications to programs offering employment services to eligible noncustodial parents. Services will include placement in subsidized and unsubsidized employment, work experience, and on-the-job training. Programs must also provide postemployment services, such as job-skills training, employment and family counseling, and basic-skills training.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

DISTRICT OF COLUMBIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with the Institute for Responsible Fatherhood to promote public awareness.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- Responsible Fatherhood Group sponsored by district child support agency.
- Noncustodial parents who qualify are eligible for district's Welfare-to-Work project.

☐ **Strengthening Fathers as Nurturers**

None reported.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	District of Columbia
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	55.8
Percent of children living in father-only families	3.9	4.0
As percent of all single-parent families	14.0	16.6
Percent of children living with unmarried teen mothers	1.1	0.7
Percent of children living in two-parent families	69.0	30.6
Paternity establishment rate	55.0	2.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	80.6
Percent of children whose father is employed part-time	15.7	19.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	13.8
Percent of children whose father had finished high school	31.3	32.1
Percent of children whose father had more than high school	53.5	54.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	8.6
Poverty rate of children in two-parent families with father employed full-time	5.1	5.3
Poverty rate of children in single-parent families	45.5	60.5
Fathers and Child Support		
Percent of total child support collections by case	20.5	9.9
Percent of total child support collections by dollars	51.7	36.7

FLORIDA

Overview

Florida is one of the few states that keep track of funding for fatherhood programs. Created in 1966, the Florida Commission on Responsible Fatherhood (FCORF) funds 16 programs and sponsors educational and public awareness activities promoting responsible fatherhood.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

FCORF sponsors an educational and promotional campaign on responsible fatherhood. For fiscal year 1998–1999, $18,500 was spent on the campaign.

FCORF also identifies barriers to promoting responsible fatherhood and reports on them annually to the Florida legislature for action to eliminate them.

Preventing Unwanted or Too-Early Fatherhood

Legislation has strengthened the statutory rape provisions of Florida's statutes in an effort to curb teenage pregnancies.

Enhancing Fathers as Economic Providers

The WAGES legislation (Florida's welfare reform legislation) provides participation in work activities for noncustodial parents who are delinquent in child support payments.

Strengthening Fathers as Nurturers

FCORF provides funds for programs focusing on productive parenting skills for both mothers and fathers as well as for teen parents.

Promoting Leadership Capacity

FCORF encourages fathers to play an active role in their children's lives, increases awareness of problems faced by families without responsible fathers, identifies barriers to involvement of fathers, and develops strategies to encourage greater father involvement. FCORF was appropriated funds for fiscal year 1998–1999 by the state for grants to develop community-based programs aimed at promoting responsible fatherhood. FCORF received funding from the state WAGES board ($283,000), the Department of Children and Families ($250,000), and the Department of Health ($250,000). Sixteen programs were funded along with a media campaign. (See Chapter 4 of this report for more information on FCORF activities.)

The state WAGES board and local WAGES coalitions fund numerous programs aimed at helping low-income fathers and families.

FLORIDA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Florida Commission on Responsible Fatherhood (FCORF) sponsors an educational and promotional campaign on responsible fatherhood.
- FCORF reports barriers to responsible fatherhood to the Florida legislature.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Legislation has strengthened the statutory rape provisions to curb teenage pregnancies.

☑ **Enhancing Fathers as Economic Providers**

- Welfare reform legislation provides participation in work activities for noncustodial parents delinquent in child support payments.

☑ **Strengthening Fathers as Nurturers**

- FCORF provides funds for programs focusing on productive parenting.

☑ **Promoting Leadership Capacity**

- FCORF offers grants to community-based fatherhood programs.
- The state WAGES board and local WAGES coalitions fund fatherhood programs.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Florida
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	28.6
Percent of children living in father-only families	3.9	4.2
As percent of all single-parent families	14.0	12.8
Percent of children living with unmarried teen mothers	1.1	1.0
Percent of children living in two-parent families	69.0	63.5
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	7.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	83.3
Percent of children whose father is employed part-time	15.7	16.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	13.0
Percent of children whose father had finished high school	31.3	31.5
Percent of children whose father had more than high school	53.5	55.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	10.8
Poverty rate of children in two-parent families with father employed full-time	5.1	4.2
Poverty rate of children in single-parent families	45.5	50.2
Fathers and Child Support		
Percent of total child support collections by case	20.5	15.7
Percent of total child support collections by dollars	51.7	n/a

GEORGIA

Overview

Georgia's Department of Human Resources (DHR) has developed a variety of programs to promote responsible, involved fatherhood, particularly among low-income men. The primary focus is education and job training for men who owe child support to increase their labor marketability.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

ParentHood is a public-awareness campaign targeting young men. The purpose of the campaign is to educate young men about the important role they play in the lives of their children. The campaign teaches young men to become better parents by reminding them to spend time with their children and to teach, support, and show affection to them.

Preventing Unwanted or Too-Early Fatherhood

The Male Involvement Program teaches young men, primarily teens, about parenting and child support. Its 24 programs, located at teen centers, also offer abstinence education, information on prevention of sexually transmitted diseases and AIDS, contraception information, mentoring, and peer leadership. More than 4,000 men used these services in fiscal year 1998.

Enhancing Fathers as Economic Providers

The Fatherhood Program assists low-income men who owe child support to qualify for and find employment. DHR's Child Support Enforcement section contracts with the Georgia Department of Technical and Adult Education to provide free vocational training in a variety of fields, including welding, computer repair, and carpentry. The technical schools also provide job placement when training is completed as well as support services to enhance both work and fathering skills. Eighty percent of the 450 men who have completed the program since 1997 are employed. The program went statewide in November 1998. A total of 3,600 men are expected to complete training 1999.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through will be based on a "fill-the-gap" budgeting method, which uses family income from other sources to determine the amount of pass-through.

State has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

The Access and Visitation Project provides noncustodial parents with regular visits with their children. The project provides case assessment, coparenting education, monitored visitation, and neutral pick-up and drop-off sites. The program currently operates in two counties and is administered by the child support enforcement agency.

For the past three years, the Children's Trust Fund has placed special emphasis on promoting father involvement. It has funded 15 community-based programs that teach men parenting skills and ways to build better relationships with their children and their children's mother.

Promoting Leadership Capacity

The state redirects Temporary Assistance to Needy Families funds to enhance and promote responsible fatherhood programs, both public and private.

The Children's Trust Fund, sponsored by DHR, makes grants to nonprofit and local government agencies to prevent child abuse.

GEORGIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- ParentHood public-awareness campaign targets young men.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Male Involvement Program.

☑ **Enhancing Fathers as Economic Providers**

- The Fatherhood Program.
- Child support pass-through is based on a "fill-the-gap" budgeting method.
- State has earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- Access and Visitation Project.
- The Children's Trust Fund funds community-based programs with an emphasis on father involvement.

☑ **Promoting Leadership Capacity**

- The state redirects TANF savings.
- The Children's Trust Fund makes grants to nonprofit and local government agencies to prevent child abuse.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Georgia
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	26.9
Percent of children living in father-only families	3.9	3.5
As percent of all single-parent families	14.0	11.6
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	65.1
Paternity establishment rate	55.0	81.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.6
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.2
Percent of children whose father is employed part-time	15.7	11.8
Fathers and Education		
Percent of children whose father did not finish high school	15.2	16.5
Percent of children whose father had finished high school	31.3	31.3
Percent of children whose father had more than high school	53.5	52.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	8.4
Poverty rate of children in two-parent families with father employed full-time	5.1	3.9
Poverty rate of children in single-parent families	45.5	43.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	20.1
Percent of total child support collections by dollars	51.7	42.1

HAWAII*

Overview

State initiatives for responsible fatherhood in Hawaii focus on preventing teen pregnancy. These initiatives include a media campaign, a variety of school- and community-based efforts to focus on fathers in curricula and programs, and the use of community teams to address issues such as sexual assault.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

To prevent teen pregnancy, Hawaii has a statewide media campaign that includes brochures, calendars, folders, and newspaper articles. The state also promotes prenatal care by targeting fathers with media spots by Mother's Care, a social service agency, and the Office of Family Planning of the state Department of Health.

Preventing Unwanted or Too-Early Fatherhood

In 1994, the Office of Children and Youth Services published Responding to Teen Pregnancy and Parenting in Hawaii: A Community Strategy. The report emphasizes the importance of involving fathers in the lives of their children. Although most teen mothers say they still have ongoing relationships with the fathers of their children, many fathers are older and are not eligible to participate in Department of Education (DOE) programs.

DOE has included teen fathers in its education policy. Not only does DOE encourage pregnant and parenting students to complete school; it also urges teen fathers to participate in parenting classes and "understand their paternal responsibility as parents."

DOE encourages males to participate in its Graduation, Reality and Dual Role Skills (GRADS) program. The goal of the GRADS program is to teach pregnant and parenting students, including fathers and fathers-to-be, how to balance their roles as parents and students. The GRADS Adolescent Resource Guide provides instruction in positive self-image, pregnancy, parenting, economic independence, and practical reasoning. Several GRADS teachers also work with the Peer Education Program in coordination with the Department of Health to provide students with pregnancy prevention activities.

The state has initiated an abstinence-based curriculum in public and private schools and in community-based centers through health educators targeting hard-to-reach clients (i.e., homeless, substance abusers, and the mentally ill).

There are also several local programs.

Enhancing Fathers as Economic Providers

Welfare benefits are available to two-parent families in Hawaii. Benefits include training and employment services. The Judiciary Family Court of the First Circuit has developed policy and protocol in conjunction with the City and County of Honolulu Corporation Council to expedite paternity proceedings.

Strengthening Fathers as Nurturers

Hawaii requires divorcing parents to take a course addressing the impact of divorce on children.

The state also works with local programs such as Healthy Start, Parentline, and Prevent Child Abuse Hawaii to help men learn responsible parenting.

The state has purchased services that provide for visitation of children with their noncustodial parents.

Promoting Leadership Capacity

In response to a concurrent resolution by the senate, the governor's Office of Children and Youth and a collaborative effort between public and private agencies (e.g., Healthy Mothers; the Healthy Babies Coalition of Hawaii; the Teen Intervention Program; the Hawaii Teen Pregnancy, Parenting, and Prevention Council; and the Department of Health) created the Community Teams Responsible to Teen Pregnancy. Ten teams were formed statewide to address the issues of teen pregnancy, prevention, and teen parenting. The teams also work specifically with men to prevent sexual assault. General activities of the teams are supported by local foundations.

The House and Senate in Hawaii introduced concurrent resolutions in the 1997 legislature requesting that the governor convene a Fatherhood Task Force to promote strong families through positive fathering. The resolution was not adopted but will be reintroduced at a later date.

The governor has appointed a consortium of state agencies to find solutions to the issue of teen pregnancy.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

HAWAII

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Media campaign on teen pregnancy prevention.

☑ **Preventing Unwanted or Too-Early Fatherhood**
- GRADS—school-based program for students and parents.
- Abstinence-based curriculum.
- Department of Education includes policy on teen fathers in education policy.

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families.
- Judiciary Family Court expediting paternity establishment proceedings.

☑ **Strengthening Fathers as Nurturers**
- Visitation services purchased by state.
- State has mandated course for divorcing parents.
- State works with local programs to teach men responsible parenting.

☑ **Promoting Leadership Capacity**
- Community Action teams work on teen pregnancy and sexual assault prevention.
- Fatherhood Task Force proposed as resolution but not adopted.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Hawaii
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	20.2
Percent of children living in father-only families	3.9	4.3
As percent of all single-parent families	14.0	17.5
Percent of children living with unmarried teen mothers	1.1	1.2
Percent of children living in two-parent families	69.0	71.5
Paternity establishment rate	55.0	55.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.3
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.5
Percent of children whose father is employed part-time	15.7	12.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	8.1
Percent of children whose father had finished high school	31.3	36.9
Percent of children whose father had more than high school	53.5	55.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.3
Poverty rate of children in two-parent families with father employed full-time	5.1	5.5
Poverty rate of children in single-parent families	45.5	40.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	23.6
Percent of total child support collections by dollars	51.7	39.8

IDAHO*

Overview

Idaho has developed a public-awareness campaign, although most of the state programs do not specifically target males. The state has penalties for visitation violations and a license revocation strategy.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Idaho has initiated a Father for a Lifetime public-awareness campaign aimed at teen pregnancy prevention and focusing on teen fathers. The captions for the ads read, "Sex lasts a minute, being a father lasts a lifetime."

Preventing Unwanted or Too-Early Fatherhood

The state has programs promoting responsible sexuality for teens and an adolescent pregnancy prevention program aimed at both males and females, although none of the state programs target males specifically.

Enhancing Fathers as Economic Providers

Idaho suspends the licenses of noncustodial parents who are not paying child support. The state has created ads to inform noncustodial parents of the new license suspension law. In addition, the state suspends licenses for parents who violate visitation agreements decided by a court regarding child custody.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

---

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

IDAHO

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**

- "Father for a Lifetime" campaign aimed at teen pregnancy prevention.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Responsible sexuality program targets both males and females.

☑ **Enhancing Fathers as Economic Providers**

- State has license revocation program.

☑ **Strengthening Fathers as Nurturers**

- State has no-fault divorce law.

☐ **Promoting Leadership Capacity**

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Idaho
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	14.9
Percent of children living in father-only families	3.9	3.4
As percent of all single-parent families	14.0	18.4
Percent of children living with unmarried teen mothers	1.1	0.4
Percent of children living in two-parent families	69.0	80.1
Paternity establishment rate	55.0	52.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	1.6
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	77.4
Percent of children whose father is employed part-time	15.7	22.6
Fathers and Education		
Percent of children whose father did not finish high school	15.2	16.1
Percent of children whose father had finished high school	31.3	28.3
Percent of children whose father had more than high school	53.5	55.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	14.3
Poverty rate of children in two-parent families with father employed full-time	5.1	8.9
Poverty rate of children in single-parent families	45.5	44.2
Fathers and Child Support		
Percent of total child support collections by case	20.5	24.9
Percent of total child support collections by dollars	51.7	46.1

ILLINOIS

Overview

Illinois has developed a range of strategies promoting responsible fatherhood. The state keeps track of some of the spending on fatherhood ($280,000 on the Noncustodial Parent Earnfare), but not all.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Each year, Illinois sponsors a "Thanks Dad" campaign, which features public forums, public service announcements, and recognition of fathers (and mothers) who fulfill their obligations and strive to better their children's lives. The aim of the campaign is to accentuate the positive—spreading the message that paying child support strengthens the relationship between children and parents.

Preventing Unwanted or Too-Early Fatherhood

The Illinois Department of Human Services currently provides funding for 10 male responsibility programs directed to males ages 10–20. The programs emphasize the importance of staying in school and good decision-making skills. The programs also provide information on health and sexuality, including abstinence education.

Enhancing Fathers as Economic Providers

The Noncustodial Parent Earnfare Initiative began in1995 as a pilot in Chicago. Now a statewide program, the initiative is designed to help unemployed noncustodial parents of children receiving welfare enter employment and meet their financial obligations to their children. Parents are ordered by the court to participate in the program.

Chicago Partners for Fragile Families provides comprehensive case management to 100 economically disadvantaged noncustodial fathers and their families. The program helps arrange flexible child support payments and works with the Chicago Jobs Council to help fathers locate jobs and skill-building programs.

The Hospital On-site Paternity Establishment (HOPE) program, which predates the federal requirement for such a program, allows parents to establish paternity in both contested and uncontested cases.

The Paternity Establishment Prison Program was developed jointly by the Illinois Department of Public Aid and the Illinois Department of Corrections to establish paternity for incarcerated, noncustodial parents. The project began in six Illinois prisons but has been so successful that it has now been expanded statewide. A 95 percent paternity-establishment rate has been achieved since the program's inception.

The state suspends the professional licenses of noncustodial parents owing child support.

Illinois was the first state to require that state employees be current in paying their child support. Existing employees are tracked to ensure their compliance, and new employees are screened at the time of hiring. State employees who are delinquent on support obligations are required to enter into payment plans to bring their payments up to date.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

The Paternal Involvement Project helps low-income fathers who want to be involved in the lives of their children to secure employment and establish meaningful relationships with their children.

Parenting classes are offered in almost every correctional facility in Illinois through the Life Skills Program. The Life Skills Program is a multifaceted curriculum that focuses on parenting, consumer education, financial management, and how to balance home and work responsibilities.

The Department of Children and Family Services provides formal parenting courses for 8–10 weeks to facilitate family reunification. About 15 percent of participants are fathers.

The access and visitation program is funded with federal funds to provide never-married and noncustodial parents with access and visitation services, including mediation, counseling, parenting plans, and neutral and supervised drop-off and pick-up sites.

The Putative Father Registry offers a means for unmarried fathers to receive notice of any adoption proceedings regarding their children. Fathers who acknowledge paternity through the registry can protect their parental rights.

Promoting Leadership Capacity

None reported.

ILLINOIS

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- "Thanks Dad" campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- State has male responsibility pilots directed to males ages 10–20.

☑ **Enhancing Fathers as Economic Providers**

- The Noncustodial Parent Earnfare Initiative.
- Chicago Partners for Fragile Families.
- The Hospital On-site Paternity Establishment (HOPE) program.
- The Paternity Establishment Prison Program.
- State suspends the professional licenses of those who do not pay child support.
- State requires its employees to be current in paying any child support they owe.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- The Paternal Involvement Project.
- Life Skills Program offers parenting classes in correctional facilities.
- Department of Children and Family Services provides formal parenting courses
- State has an access and visitation program.
- The Putative Father Registry.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Illinois
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	25.3
Percent of children living in father-only families	3.9	3.5
As percent of all single-parent families	14.0	12.1
Percent of children living with unmarried teen mothers	1.1	1.3
Percent of children living in two-parent families	69.0	68.2
Paternity establishment rate	55.0	40.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.2
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.2
Percent of children whose father is employed part-time	15.7	15.8
Fathers and Education		
Percent of children whose father did not finish high school	15.2	15.5
Percent of children whose father had finished high school	31.3	27.9
Percent of children whose father had more than high school	53.5	56.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.6
Poverty rate of children in two-parent families with father employed full-time	5.1	3.8
Poverty rate of children in single-parent families	45.5	45.2
Fathers and Child Support		
Percent of total child support collections by case	20.5	11.8
Percent of total child support collections by dollars	51.7	49.1

INDIANA

Overview

Indiana has top-level leadership promoting responsible fatherhood and a designated staff member who answers to the governor and is responsible for fatherhood initiatives throughout the state. The state keeps track of spending on fatherhood initiatives (about $2.4 million, including federal funds). The state also plans to evaluate its fatherhood programs.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Indiana's Child Support Bureau worked with the Indiana Colts football team to develop a media campaign consisting of public service announcements, posters, bookmarks, and other print materials that promote responsible fatherhood statewide. Also, a focus on fathers was one of the primary features of a Colts football game.

One of the major goals of Governor O'Bannon's early childhood initiative, Building Bright Beginnings, is to promote the involvement of fathers in their young children's lives. With research revealing that major brain development occurs within the first years of life, promoting responsible parenting is key to ensuring the healthy development of children. A media campaign consisting of public service announcements to educate the general public, parents, and caregivers highlights the importance of paternal involvement. In January 1999, the governor proposed legislation granting $5 million to local communities to promote at least one of the nine goals of Building Bright Beginnings.

Preventing Unwanted or Too-Early Fatherhood

Indiana RESPECT (Reducing Early Sex and Pregnancy by Educating Children and Teens) is the statewide adolescent pregnancy prevention initiative sponsored by the Indiana State Department of Health. This initiative encourages pregnancy prevention through a statewide media campaign and provides grants to 60 programs that focus on both abstinence-based and abstinence-only services. This initiative utilizes both state and federal funding. Fiscal year1997 data indicate that 26,257 males were served.

Through the Restoring Fatherhood Grant, several programs provide services to young males to prevent too-early fatherhood and repeat pregnancies.

Enhancing Fathers as Economic Providers

With continued reductions in public assistance caseloads, funds are being reinvested to support fragile families. A $1 million grant is being developed by the Indiana Department of Work Force Development for noncustodial parents who have children receiving Temporary Assistance to Needy Families. These services will focus on enhancing employment training, employment retention, and parenting skills of noncustodial fathers and mothers. Also, many of the programs funded through the responsible fatherhood and pregnancy prevention grants focus on enhancing fathers as economic providers.

Strengthening Fathers as Nurturers

The Indiana Department of Correction, one of the 53 responsible fatherhood grantees, provides services in four correctional facilities to help prepare fathers in parenting and coparenting before they are released from prison. Several juvenile detention centers also educate teen fathers and young males.

Promoting Leadership Capacity

The state offers mini-grants to community organizations promoting responsible fatherhood. Purdue University, one of the 53 grantees, developed a curriculum entitled It's My Child Too that has not only being adopted by 48 of Indiana's 92 counties but has also been purchased by 22 other states. This curriculum, which can be adapted for local community needs, is a training program for fathers in such areas as parenting, coparenting, coping with stress, and accessing community resources.

INDIANA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with sports team to sponsor fatherhood media campaign.
- Building Bright Beginnings initiative.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Indiana RESPECT (Reducing Early Sex and Pregnancy by Educating Children and Teens).
- Restoring Fatherhood Grant.

☑ **Enhancing Fathers as Economic Providers**

- State redirects savings from TANF.

☑ **Strengthening Fathers as Nurturers**

- State provides services in correctional facilities to prepare fathers, including teen fathers, for parenting and coparenting.

☑ **Promoting Leadership Capacity**

- State makes mini-grants available to community organizations promoting responsible fatherhood.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Indiana
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	20.5
Percent of children living in father-only families	3.9	4.3
As percent of all single-parent families	14.0	17.4
Percent of children living with unmarried teen mothers	1.1	1.8
Percent of children living in two-parent families	69.0	72.4
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.8
Percent of children whose father is employed part-time	15.7	11.2
Fathers and Education		
Percent of children whose father did not finish high school	15.2	10.3
Percent of children whose father had finished high school	31.3	47.6
Percent of children whose father had more than high school	53.5	42.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.4
Poverty rate of children in two-parent families with father employed full-time	5.1	2.5
Poverty rate of children in single-parent families	45.5	38.4
Fathers and Child Support		
Percent of total child support collections by case	20.5	12.6
Percent of total child support collections by dollars	51.7	20.8

IOWA

Overview

In 1998, the Iowa legislature expressed its intent in statute that programs for children and families, including child support programs, be based on the importance of the relationship between both parents and their children. In other words, parenthood should include more than just providing economic support.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Through a variety of activities and programs, Iowa stresses the importance of keeping both parents involved in the lives of their children. Emphasis is placed on the need to provide both economic and emotional support to the family.

As part of a cooperative venture between Iowa's Child Support Recovery Unit and the Iowa attorney general's office, a public-awareness campaign on the importance of being a hero for your child has been launched in newspapers and on billboards, posters, radio, and television.*

Preventing Unwanted or Too-Early Fatherhood

Iowa continues to use various in-school programs emphasizing parental responsibility and pregnancy prevention. By working with school-age children, Iowa hopes that cultural changes having lasting positive effects on families can occur, including the emotional and financial support of children.

Enhancing Fathers as Economic Providers

The Child Support Recovery Unit is an active partner in Welfare-to-Work programs with Iowa's Work Force Development Department. Each of the 15 service delivery areas has developed its own plan for assisting fathers to improve their ability to provide economic support for their families. This includes a "work first" focus supported by mentoring and coaching fathers after they have entered the work force.

State has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

Iowa requires all couples with children who file for divorce to attend a mandatory education program on the impact of divorce on children. Legislation passed in 1998 provided for locally based programs designed to keep both parents involved in the lives of their children. In addition, Iowa has received a federal grant to fund pilot projects for the establishment of neutral drop-off sites and for mediation of custody and visitation disputes.

Promoting Leadership Capacity

Iowa's Child Support Advisory Committee, established by statute in 1992, is composed of a variety of public figures who represent most of the constituencies having a direct interest in child support enforcement, as well as members-at-large. The committee meets regularly to examine the operation of Iowa's child support system and to identify program improvements or enhancements that can increase the effectiveness of securing parental support and involvement. The committee also assists the Child Support Recovery Unit in its public-awareness campaigns by gathering public input for revisions of child support guidelines as well as recommendations for new legislation.

---

* In addition, a communications class at a local university recently focused its studies on increasing public awareness of child support. Groups of students researched, designed, and presented public-awareness campaigns they had prepared. Many of the ideas from these theoretical campaigns may serve as the basis for future public-awareness campaigns by Iowa's Child Support Recovery Unit.

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State uses activities and programs to stress the importance of both parents in the lives of their children.
- Public-awareness campaign uses various media to promote the message: the importance of being a hero for your child.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- In-school programs emphasize parental responsibility and pregnancy prevention.

☑ **Enhancing Fathers as Economic Providers**

- State mentors and coaches fathers after they have entered the work force from the state Welfare-to-Work programs.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- State has mandatory education program on the impact of divorce on children.

☑ **Promoting Leadership Capacity**

- Child Support Advisory Committee.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Iowa
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	18.2
Percent of children living in father-only families	3.9	5.1
As percent of all single-parent families	14.0	21.8
Percent of children living with unmarried teen mothers	1.1	1.4
Percent of children living in two-parent families	69.0	74.5
Paternity establishment rate	55.0	70.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	90.6
Percent of children whose father is employed part-time	15.7	9.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	8.1
Percent of children whose father had finished high school	31.3	36.4
Percent of children whose father had more than high school	53.5	55.4
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.8
Poverty rate of children in two-parent families with father employed full-time	5.1	6.4
Poverty rate of children in single-parent families	45.5	34.7
Fathers and Child Support		
Percent of total child support collections by case	20.5	20.2
Percent of total child support collections by dollars	51.7	57.9

KANSAS*

Overview

Most fatherhood-promoting initiatives in Kansas are linked to the new welfare law. The state also has a contract with a private agency to provide dispute resolution and education to divorcing parents.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The state has an arrangement with the U.S. Postal Service to place wanted posters for locating noncustodial parents in child support arrears in post offices across the state. Although there have been other public-awareness initiatives in the past, none are currently ongoing.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

For the past several years, the state has revoked driver and professional licenses of noncustodial parents who do not pay child support.

In-hospital paternity establishment has been in effect for several years.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $40.

Strengthening Fathers as Nurturers

The state is seeking federal funds through the new welfare law to implement a visitation program linked to child support payments.

The state has a contract with a private provider, Menningers, Inc., which offers divorce education workshops and dispute resolution for divorcing parents. The mediation is voluntary in some counties but is mandatory in others at the judge's discretion. However, there is no mandate to attend these classes if families cannot pay the fee. The classes teach the dynamics of divorce and the impact of divorce on children.

Promoting Leadership Capacity

None reported.

---

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

KANSAS

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Wanted posters displayed for noncustodial parents who do not pay child support owed.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- State has license revocation program.
- State has in-hospital paternity program.
- Child support pass-through is $40.

☑ **Strengthening Fathers as Nurturers**

- Divorce education workshops provided through contract with private provider or voluntary mediation in some counties.
- Visitation program.

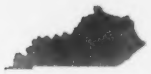
☐ **Promoting Leadership Capacity**

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Kansas
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	19.5
Percent of children living in father-only families	3.9	5.8
As percent of all single-parent families	14.0	22.9
Percent of children living with unmarried teen mothers	1.1	1.8
Percent of children living in two-parent families	69.0	72.9
Paternity establishment rate	55.0	62.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.5
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.3
Percent of children whose father is employed part-time	15.7	11.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	5.6
Percent of children whose father had finished high school	31.3	35.5
Percent of children whose father had more than high school	53.5	58.9
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.0
Poverty rate of children in two-parent families with father employed full-time	5.1	3.5
Poverty rate of children in single-parent families	45.5	34.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	34.1
Percent of total child support collections by dollars	51.7	52.5



KENTUCKY

Overview

Kentucky has several programs aimed mainly at teen fathers. The state keeps track of funding on fatherhood initiatives.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Division of Child Support Enforcement (DCSE) and the Division of Maternal and Child Health have implemented the Paternity Acknowledgment, Promotion and Accessibility (PAPA) program to increase the number of paternity establishments. This initiative uses brochures, commercials, newspaper ads, radio announcements, and public service announcements to inform the public of voluntary acknowledgment services and to educate parents on the benefits of paternity establishment.

The state also has a media campaign, Get a Life First, Wait to Have Sex, which teaches abstinence education. The ads feature the Cincinnati Bengals sports team and the University of Kentucky Athletic Department.

The state also utilizes the Nature of Fatherhood ad campaign developed by the National Fatherhood Initiative. Commercials depict male lions and penguins to show how important fatherhood is across all species.

Preventing Unwanted or Too-Early Fatherhood

The Pre-Teen Postponing Sexual Involvement (PSI) curriculum is a school-based five-session program for high school and middle school students conducted by peer educators. The curriculum has also been modified for preteens and is taught in fifth and sixth grades without peer educators. The program tries to reach children before they become sexually active to provide them with skills and knowledge to help them postpone sexual activity. Funding for fiscal year 1997–1998 was $160,000. Approximately 35,000 students in 230 schools participate in PSI.

Presented by the Department of Health, Reducing the Risk (RTR) curriculum is designed for 16 one-hour sessions and focuses on preventing unprotected intercourse. Last year 21,000 students in 115 schools received training through this curriculum. An evaluation of the program in 1992 revealed a 24 percent drop in the number of students in the program having unprotected intercourse.

The Division of Maternal and Child Health of the Department of Public Health sponsors a mentoring program for teen parents. The program teaches parenting skills and links teens with resource mentors to assist them in overcoming the barriers confronting teen parents.

An intensive eight-week course funded through the Community Connections for Children in Kentucky, a family preservation program, promotes the importance of active male involvement in the family unit as well as the benefits of postponing parenthood. Ten programs have been funded in various parts of the state.

Enhancing Fathers as Economic Providers

In one county, the Turn It Around program helps noncustodial parents who have been arrested for not paying child support to find and keep employment and to advance their careers. In other counties, Welfare-to-Work dollars are spent to help noncustodial parents find unsubsidized employment and to provide job retention service, mentoring, and case management. Noncustodial parents must meet the Welfare-to-Work criteria to qualify for these services.

DCSE suspends driver licenses of noncustodial parents in arrears for child support.

State law requires that hospital personnel attempt to establish paternity at the time of birth while the mother is still in the hospital. Affidavits declaring paternity are given to the parents at the hospital. Hospitals receive a financial incentive for each affidavit that is completed.

DCSE collaborates with Kentucky's Head Start program to reach single-parent families enrolled in Head Start. The effort is designed to provide information to parents in need of child support assistance by creating a referral process to local offices. Head Start Family Resource staff are given packets of vital information and applications to be distributed to families that DCSE has not reached.

Strengthening Fathers as Nurturers

The state provides a federally funded access and visitation program within judicial districts. The state has a teen component to its Resource Persons Program that facilitates home visitation by teen fathers with their children. The program also teaches teens responsible fatherhood.

Promoting Leadership Capacity

Kentucky's Abstinence Education Initiatives offers direct community grants to create strong partnerships among public and private community agencies, parents, schools, and religious communities to teach school-aged children the value of sexual abstinence, and to fund programs unique to each individual community. Communities may apply for up to $25,000. Funding for fiscal year 1997–1998 was $285,721.

KENTUCKY

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Paternity Acknowledgment, Promotion, and Accessibility (PAPA) program.
- State works with sports team to sponsor fatherhood media campaign.
- Nature of Fatherhood ad campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Pre-Teen Postponing Sexual Involvement (PSI) curriculum.
- Reducing the Risk (RTR) curriculum.
- State sponsors mentoring program for teen parents.
- Eight-week course promotes active male involvement in the family unit and postponing parenthood.

☑ **Enhancing Fathers as Economic Providers**

- Turn It Around program operates in one county.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- State suspends the driver licenses of those in arrears for child support.
- State program to acknowledge in-hospital paternity.
- Child support procedures training provided to Head Start personnel.

☑ **Strengthening Fathers as Nurturers**

- State sponsors access and visitation program.
- State has teen component to its Resource Persons Program.

☑ **Promoting Leadership Capacity**

- Kentucky's Abstinence Education Initiatives.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Kentucky
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.1
Percent of children living in father-only families	3.9	4.7
As percent of all single-parent families	14.0	18.4
Percent of children living with unmarried teen mothers	1.1	2.1
Percent of children living in two-parent families	69.0	70.8
Paternity establishment rate	55.0	58.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	9.3
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	81.3
Percent of children whose father is employed part-time	15.7	18.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	20.3
Percent of children whose father had finished high school	31.3	35.5
Percent of children whose father had more than high school	53.5	44.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	13.6
Poverty rate of children in two-parent families with father employed full-time	5.1	3.9
Poverty rate of children in single-parent families	45.5	53.5
Fathers and Child Support		
Percent of total child support collections by case	20.5	16.3
Percent of total child support collections by dollars	51.7	47.1

LOUISIANA

Overview

Louisiana sponsors education initiatives to teach teen parents as well as older parents parental responsibility and parenting skills.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Department of Social Services issued a press release thanking all fathers who pay their child support and encouraging others to do so.

The state is working with the New Orleans Saints sports team to provide public service announcements on responsible fatherhood.

Preventing Unwanted or Too-Early Fatherhood

To prevent teen pregnancy and to help teenage parents make the best of their situation, parenting skill courses are taught in schools, with the emphasis on both fathers and mothers.

Parenting courses focusing on fathers as well as mothers are also available in some juvenile justice facilities.

The Young Fathers Project is an initiative that teaches young fathers how to be emotionally, physically, and financially supportive of their children.

Enhancing Fathers as Economic Providers

In one component the Fatherhood Initiative teaches young fathers to be financially responsible.

Strengthening Fathers as Nurturers

The state sponsors an access and visitation program using federal funds.

The Fatherhood Initiative has a nurturing component.

Promoting Leadership Capacity

None reported.

LOUISIANA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Press release used to thank all fathers who pay their child support.
- State works with sports team to sponsor fatherhood media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Parenting skill courses are taught in schools.
- Parenting courses are available in some juvenile justice facilities.
- Young Fathers Project teaches young fathers to be emotionally, physically, and financially supportive of their children.

☐ **Enhancing Fathers as Economic Providers**

None reported.

☑ **Strengthening Fathers as Nurturers**

- State has access and visitation program.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Louisiana
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	30.7
Percent of children living in father-only families	3.9	4.5
As percent of all single-parent families	14.0	12.7
Percent of children living with unmarried teen mothers	1.1	2.2
Percent of children living in two-parent families	69.0	59.3
Paternity establishment rate	55.0	40.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.7
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	81.6
Percent of children whose father is employed part-time	15.7	18.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	20.8
Percent of children whose father had finished high school	31.3	34.0
Percent of children whose father had more than high school	53.5	45.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	13.0
Poverty rate of children in two-parent families with father employed full-time	5.1	7.0
Poverty rate of children in single-parent families	45.5	57.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	16.1
Percent of total child support collections by dollars	51.7	60.2

MAINE

Overview

Maine focuses its efforts on increasing public awareness about the importance of responsible fatherhood and encouraging fathers to be better economic providers for their children. The state does not have a Welfare-to-Work program but does offer employment services to noncustodial fathers of children on welfare.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Maine provides audio/video public service announcements on fatherhood and its importance in the upbringing of children to television and radio stations throughout the state. The public service announcements come from two sources. First, the state works with other child support enforcement agencies in New England to develop ads featuring the New England Patriots football team. These ads have aired repeatedly on all stations since being sent to them in the fall of 1998. Secondly, posters featuring two team members of the New England Patriots were also distributed around the state. The posters show Tom Tupa and Henry Thomas with their children and stress the importance of fathers in the upbringing of children.

The Ad Council has developed and distributed fatherhood ads that have been appearing regularly on television and radio stations throughout Maine.

Preventing Unwanted or Too-Early Fatherhood

The state provides an 18-minute video, It's Official, for presentation to high school students to demonstrate the support enforcement and public assistance consequences of teenage fatherhood. A teacher facilitates discussion and student participation.

Enhancing Fathers as Economic Providers

The state revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state does not have a Welfare-to-Work program for noncustodial fathers. However, postemployment services are offered to low-income and previously unemployed parents of children receiving Temporary Assistance to Needy Families.

Job fairs that were previously arranged for custodial parents receiving welfare have been expanded to include all noncustodial parents living in specified geographic areas of the state who have not paid support in the last three months. The job fairs have many employers who set up booths or tables with information about their company.

Maine has an in-hospital paternity establishment procedure.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through will be based on a "fill-the-gap" budgeting method, which uses family income from other sources to determine the amount of pass-through.

Strengthening Fathers as Nurturers

Maine plans to apply for federal funds to simplify the visitation process for noncustodial parents.

Promoting Leadership Capacity

The state judiciary is planning to develop parenting networks throughout the state to provide parenting education classes. The classes will deal with issues surrounding divorce and separation and their impact on children. It is anticipated that the networks will provide other services tailored to the needs of the various regions of the state.

MAINE

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with sports team to sponsor fatherhood media campaign.
- Ad Council produces public service announcements.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Video presented to high school students.

☑ **Enhancing Fathers as Economic Providers**

- State revokes driver and professional licenses for those who do not pay child support.
- Postemployment services offered to low-income and former TANF recipients.
- Job fairs held for all noncustodial parents.
- State has in-hospital paternity establishment procedure.
- Child support pass-through is based on a "fill-the-gap" budgeting method.

☑ **Strengthening Fathers as Nurturers**

- State plans access and visitation program.

☑ **Promoting Leadership Capacity**

- State is planning statewide parenting education networks.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Maine
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	19.3
Percent of children living in father-only families	3.9	5.8
As percent of all single-parent families	14.0	23.1
Percent of children living with unmarried teen mothers	1.1	0.5
Percent of children living in two-parent families	69.0	73.7
Paternity establishment rate	55.0	76.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	80.0
Percent of children whose father is employed part-time	15.7	20.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	9.3
Percent of children whose father had finished high school	31.3	42.5
Percent of children whose father had more than high school	53.5	48.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.7
Poverty rate of children in two-parent families with father employed full-time	5.1	2.1
Poverty rate of children in single-parent families	45.5	41.7
Fathers and Child Support		
Percent of total child support collections by case	20.5	37.1
Percent of total child support collections by dollars	51.7	57.3

MARYLAND

Overview

Maryland is one of the few states that monitors spending on fatherhood programs. The state also has a designated individual in the Department of Social Services who oversees the Young Fathers/Responsible Fathers (YF/RF) program. The individual also works with other state departments and community-based programs providing services for fathers throughout the state.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The state has an annual Male Involvement Conference with high-level state leadership. Local program coordinators and the director of YF/RF conduct presentations at statewide meetings, such as the Statewide Child Support Enforcement Conference, the Statewide Community Action Agency Conference, practitioners' meetings, local religious organizations, and the media.

Maryland also provides information on fatherhood through the Help Yourself recorded information system and through Community Bulletin Boards, an automated telephone information service for local residents. Posters are displayed and basketball and other sports activities are held to promote responsible fatherhood in the community. In addition, articles are placed in local school newspapers describing the YF/RF program and encouraging teens to delay fatherhood.

Preventing Unwanted or Too-Early Fatherhood

The YF/RF program is designed to meet local needs. The state provides training and technical assistance through meetings by network coordinators and other strategies. An ongoing evaluation of local programs is accomplished by visits to local sites, monthly and quarterly reports on program operations, and a year-end report and implementation plan for each fiscal year.

YF/RF is a component of the tenth-grade life-skills curriculum in local high schools. In addition, Young Fathers/Responsible Fathers coordinators belong to local organizations and participate in interagency and community planning processes.

Enhancing Fathers as Economic Providers

Maryland has received funding from the U.S. Department of Health and Human services to implement two demonstration programs offering noncustodial parents employment training, education guidance, job placement, parent access and visitation, mediation, parenting classes, and other needed support services. Called the Responsible Fathers Demonstration Project, the program will expand the YF/RF program in Charles County and enhance the existing program in Baltimore.

The Baltimore City Partners for Fragile Families utilizes public and private funding to demonstrate how partnerships between community-based organizations serving young noncustodial fathers and local child support enforcement agencies can successfully advocate and support fragile families. The goals are to help disadvantaged fathers and mothers support their children both financially and emotionally, and to reduce poverty.

Maryland has an Absent Parent Program in two state jurisdictions. One is implemented by a private, nonprofit agency, the other by a state agency. Job placement services are provided to noncustodial parents to assist them in paying child support and to help them become financially and emotionally responsible for their children.

Maryland has a Welfare-to-Work program in Prince George's County serving noncustodial fathers of children receiving Temporary Assistance to Needy Families. Services include educational upgrade activities for fathers working in public service employment, work experience, and subsidized and unsubsidized employment. Welfare-to-Work discretionary funds are used to provide literacy education for noncustodial fathers.

Maryland has established hospital-based paternity acknowledgment programs throughout the state.

The state revokes state-issued licenses of noncustodial parents owing child support arrears.

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

Maryland gives presentations to incarcerated men and women on responsible fatherhood and the important role fathers play in the development of their children.

The state is planning access and visitation programs to encourage noncustodial fathers to maintain a relationship with their children. The programs will be piloted in five local jurisdictions to 600 families.

Promoting Leadership Capacity

The Young Fathers/Responsible Fathers coordinators and the state have developed collaborations between local and state agencies, such as boards of education, health departments, the Department of Juvenile Justice, the Division of Rehabilitation Services, parole and probation departments, and Child Support Enforcement, to provide coordinated services for fathers.

The YF/RF state coordinator is a designated state contact for fatherhood programs statewide.

MARYLAND

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Annual Male Involvement Conference.
- Help Yourself recorded information system and Community Bulletin Boards.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Young Fathers/Responsible Fathers program.

☑ **Enhancing Fathers as Economic Providers**

- Responsible Fathers Demonstration Project.
- The Baltimore City Partners for Fragile Families.
- Absent Parent Program in two jurisdictions.
- Welfare-to-Work program pilots.
- State has hospital-based paternity acknowledgment programs.
- State-issued licenses revoked for those who do not pay child support.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- Fatherhood presentations made to incarcerated men and women.
- State plans access and visitation programs.

☑ **Promoting Leadership Capacity**

- Collaborations between local and state agencies provide coordinated services for fathers.
- State-level designated fatherhood staff.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Maryland
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	24.1
Percent of children living in father-only families	3.9	3.2
As percent of all single-parent families	14.0	11.6
Percent of children living with unmarried teen mothers	1.1	1.4
Percent of children living in two-parent families	69.0	68.7
Paternity establishment rate	55.0	77.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	90.6
Percent of children whose father is employed part-time	15.7	9.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	9.3
Percent of children whose father had finished high school	31.3	28.0
Percent of children whose father had more than high school	53.5	62.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	3.8
Poverty rate of children in two-parent families with father employed full-time	5.1	1.9
Poverty rate of children in single-parent families	45.5	39.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	22.7
Percent of total child support collections by dollars	51.7	48.9

MASSACHUSETTS

Overview

Massachusetts has developed the Commission on Responsible Fatherhood and Family Support that brings together state and community leaders to act as an advisory board on responsible fatherhood. The Commission recently published *Dads Make a Difference: Action for Responsible Fatherhood,* a report on state and national trends and programs that promote responsible fatherhood.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Fatherhood Can Be Child's Play campaign is comprised of public service announcements and related print material designed to promote responsible fatherhood. These materials feature members of the New England Patriots and their children.

The Commission on responsible Fatherhood and Family Support published *Dads Make a Difference: Action for Responsible Fatherhood.*

Preventing Unwanted or Too-Early Fatherhood

The state police and the state welfare department are working with local schools to educate youth regarding statutory rape.

Under the leadership of the Department of Revenue (DOR), the Dads Make a Difference curriculum has provided training in five additional school systems since being piloted in a single school system in 1997. The Dads Make a Difference curriculum has older teens teaching middle school students about the importance of fathers in children's lives and the legal, financial, and emotional responsibilities of parenting.

Enhancing Fathers as Economic Providers

Massachusetts sponsors the Parents' Fair Share (PFS) national demonstration initiative. The state has continued the program past the demonstration phase and now funds the initiative 90 percent with state funds and 10 percent with Temporary Assistance to Needy Families (TANF) funds. The goals of PFS are to increase the child support contributions of low-income, noncustodial fathers through job training, education, and peer support.

The Boston Partnership for Fragile Families is funded by public and private funds to increase collaboration among community-based agencies. The goals of the program are to help low-income, low-skilled fathers ages 16–35 improve their financial and emotional contributions to their children through the establishment of community partnerships.

The Berkshire County REB/Berkshire Training and Employment Agency has developed a fatherhood program to teach noncustodial parents of children receiving TANF to be better parents. They have also developed a partnership with the courts and probation officers to refer noncustodial parents to job placement and postplacement services. Both initiatives are supported with Welfare-to-Work funds.

The In-Hospital Paternity Project is a program whereby DOR works with Massachusetts hospitals and other birthing institutions to offer unmarried mothers and the fathers of their children an opportunity to acknowledge paternity voluntarily as part of the birth registration process.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

Under the guidance of the Children's Trust Fund (CTF), the Fathers and Family Network was established in May 1996 to provide opportunities for program development and to coordinate and increase training opportunities focusing on the responsibilities of fathering. More than 100 interested individuals and community-based programs are represented in the network. The CTF Father and Family Network has expanded its membership into western Massachusetts. The Network shares information, offers technical assistance, and provides speakers on responsible fatherhood.

In 1966, the governor established a Commission on Responsible Fatherhood and Family Support to bring together government, business, religious, and local leaders to act as an advisory board on responsible fatherhood. (See Chapter 4 for more information on programs in the state of Massachusetts.)

MASSACHUSETTS

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- The Fatherhood Can Be Child's Play campaign works with sports team to sponsor fatherhood media campaign.
- *Dads Make a Difference: Action for Responsible Fatherhood* report.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- State police and the state welfare department teach students about statutory rape.
- Dads Make a Difference curriculum started in five additional school systems.

☑ **Enhancing Fathers as Economic Providers**

- State has continued Parents' Fair Share (PFS) demonstration.
- The Boston Partnership for Fragile Families.
- Berkshire County REB/Berkshire Training and Employment Agency parenting program for noncustodial fathers.
- State has in-hospital paternity project.
- Child support pass-through is $50.
- State earned income tax credit.

☐ **Strengthening Fathers as Nurturers**

None reported.

☑ **Promoting Leadership Capacity**

- Children's Trust Fund Fathers and Family Network.
- Commission on Responsible Fatherhood and Family Support.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Massachusetts
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	25.1
Percent of children living in father-only families	3.9	2.6
As percent of all single-parent families	14.0	9.3
Percent of children living with unmarried teen mothers	1.1	0.6
Percent of children living in two-parent families	69.0	70.8
Paternity establishment rate	55.0	80.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.4
Percent of children whose father is employed part-time	15.7	11.6
Fathers and Education		
Percent of children whose father did not finish high school	15.2	10.9
Percent of children whose father had finished high school	31.3	29.5
Percent of children whose father had more than high school	53.5	59.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.2
Poverty rate of children in two-parent families with father employed full-time	5.1	1.3
Poverty rate of children in single-parent families	45.5	48.3
Fathers and Child Support		
Percent of total child support collections by case	20.5	30.4
Percent of total child support collections by dollars	51.7	56.0

MICHIGAN

Overview

Michigan was the first state to implement a media campaign using a national sports team to promote responsible fatherhood. The Office of Child Support spends approximately $200,000 annually for the media campaign.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Michigan has a statewide media campaign featuring the Detroit Lions football team to promote responsible fatherhood. The campaign is funded primarily with state dollars (66 percent), with federal dollars making up the remainder. The original campaign, Fatherhood Can Be Child's Play, started in 1995 and was the first state-sponsored initiative using sports figures to promote responsible fatherhood. The theme was changed in 1997 to Fatherhood Is Forever, featuring slogans such as "Tackling fatherhood," "Teammates for life, the importance of responsible fatherhood," and "The winning team." Billboards, newspaper ads, and radio and television public service announcements are used to encourage fathers to be more responsible for their children. In addition, the Lions featured the campaign at one of their games by including a full-page ad in the game program, along with billboard photos.

Children Need You, a poster campaign, features the artwork of young children in a calendar promoting responsible fatherhood. The artwork was gathered through a contest in local schools. Posters and pocket calendars were distributed statewide to schools, Friends of the Court, prosecuting attorneys, Family Independence Agency county offices, and other agencies.

A brochure, posters, and a video entitled Fatherhood: The Steps to Paternity have been developed to promote in-hospital paternity establishment. The material is distributed upon request to doctors' offices, hospitals, local public health departments, public schools, legal aid offices, local Family Independence Agency offices, and teen-parent organizations.

Preventing Unwanted or Too-Early Fatherhood

The Office of Child Support has developed a high school curriculum on paternity and child support with the help of the Michigan Family Support Council, Friends of the Court, prosecuting attorneys, school administrators, high school teachers, and students. This curriculum was distributed to all public high schools in the state.

Michigan has developed an interagency strategic plan for reducing out-of-wedlock births and unintended pregnancies. This plan represents a combined effort by the education community, community health departments, and the Family Independence Agency. The plan calls for increased family planning services, sex education in schools, teen health centers, and a modified Michigan Abstinence Partnership program.

Enhancing Fathers as Economic Providers

The state revokes driver, hunting and fishing, and professional licenses of noncustodial parents who do not pay child support.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

The state has a program for divorcing parents called Start Making It Livable for Everyone (SMILE) to help them understand the ramifications of divorce on children. The program is not mandatory, and participation varies by county.

Under Michigan's child support program, conflict resolution services are offered to help resolve issues arising over visitation and custody. These services are available to both parents on an as-needed basis.

Promoting Leadership Capacity

The state has a cross-agency planning council to coordinate fatherhood efforts. In addition, the Fathers' Task Force works with the Office of Child Support Participation, the courts, and the Department of Education, along with other agencies, primarily in the Lansing, Michigan, area.

Genesee County (primarily Flint) will work with the Mott Foundation to create partnerships within the community with the child support enforcement agency. The goals are to increase paternity establishment, improve child support compliance, increase earnings of low-income fathers, and promote responsible fatherhood among expectant fathers and young fathers 16–25 years old. The initiative is in its planning stage.

In Wayne County, the Fatherhood Advisory Group has formed to foster collaborative efforts among community-based organizations to develop the capacities of fathers as resources for their children.

MICHIGAN

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with sports team to sponsor fatherhood media campaign.
- Children Need You poster campaign.
- Fatherhood: The Steps to Paternity brochure, posters, and video.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- High school curriculum on paternity and child support.
- State has interagency strategic plan for reducing out-of-wedlock births and unintended pregnancies.

☑ **Enhancing Fathers as Economic Providers**

- State-issued licenses revoked from those who do not pay child support.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

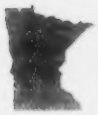
- Start Making It Livable for Everyone (SMILE).
- Conflict resolution services are available to both parents.

☑ **Promoting Leadership Capacity**

- Fathers' Task Force, cross-agency planning council.
- Community partnerships initiative planned for Genesee County.
- Fatherhood Advisory Group in Wayne County.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Michigan
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	25.5
Percent of children living in father-only families	3.9	4.2
As percent of all single-parent families	14.0	14.2
Percent of children living with unmarried teen mothers	1.1	0.9
Percent of children living in two-parent families	69.0	67.6
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.2
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	83.1
Percent of children whose father is employed part-time	15.7	16.9
Fathers and Education		
Percent of children whose father did not finish high school	15.2	9.4
Percent of children whose father had finished high school	31.3	34.6
Percent of children whose father had more than high school	53.5	56.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.0
Poverty rate of children in two-parent families with father employed full-time	5.1	1.9
Poverty rate of children in single-parent families	45.5	45.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	16.1
Percent of total child support collections by dollars	51.7	64.5



MINNESOTA

Overview

Minnesota has several child support enforcement programs based on the Parents' Fair Share model. The programs provide employment services for fathers and well as enhanced child support enforcement. One county has joined the National Practitioners' Network on Fathers and Families so that state employees can receive training in responsible fathering.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Minnesota relies on a variety of parent education programs to prevent unwanted or too-early fatherhood. These include Education Now and Babies Later (ENABL) and Dads Make a Difference. ENABL, which targets children 12–14 years of age, is an educational program designed to prevent early pregnancy.

Dads Make a Difference is a curriculum module whose aim is to prevent early pregnancy and increase paternal involvement once a child is born. Older teens teach middle school students about the importance of fathers in children's lives.

Enhancing Fathers as Economic Providers

Three counties participate in the Parents' Fair Share program, which is designed to provide employment services, family counseling, and other services to fathers who are in arrears on their child support. Hennepin County, which includes the City of Minneapolis, contracts with the FATHER Project, a program similar to Parents' Fair Share. The FATHER Project provides young fathers 18–30 years of age with information on parenting, job training, and counseling to help them achieve self-sufficiency.

Way to Grow, a Minneapolis community-based program, has received over $1 million in Welfare-to-Work funds to work with the FATHER Project. The underlying mission of Way to Grow is to improve school readiness. The program hopes to ensure that the FATHER Project remains focused on its ultimate intended beneficiaries—children. Way to Grow has also entered into an agreement with Hennepin County to ensure that all possible procedural methods are used to enforce child support and to help low-income fathers (e.g., waiver of past obligations, delay in implementing child support orders, and a prompt modification of orders as soon as circumstances change.)

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

None reported.*

Promoting Leadership Capacity

Minnesota had the first Father-to-Father initiative, which was launched by Vice President Al Gore. Father-to-Father is a national resource for communities and agencies seeking to expand or enhance existing father support programs and to create new opportunities for men to support each other in their role as fathers while focusing on the importance of fathers in children's lives.

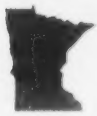
The Minnesota Department of Children, Families, and Learning administers male responsibility and fathering grants designed to educate young people, especially males, ages 10–21, on the responsibilities of parenthood. Programs must assist youth to understand the long-term responsibility of fatherhood and the importance of fathers in the lives of their children. Grant recipients must provide a 50 percent match for all state dollars received and are expected to collaborate with school districts to educate young people.

Hennepin County recently joined the National Practitioners' Network for Fathers and Families of the National Center for Strategic Non-Profit Planning and Community Leadership (NPCL). Both state and county officials have participated in NPCL training on responsible fatherhood in the Peer Learning Colleges.

---

* Minnesota also has private organizations focused on nurturing. The Father's Resource Center offers fathers support groups, parenting classes, family law clinics, and anger management classes. The Center for Fathering at Urban Ventures provides programs to help fathers recognize their importance to their children and resources to help them become responsible parents. MELD for Young Dads provides information on parenting to young fathers ages 15–25 who have children under age 2.

MINNESOTA



Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Education Now and Babies Later (ENABL).
- Dads Make a Difference peer education curriculum.

☑ **Enhancing Fathers as Economic Providers**

- Parents' Fair Share program in three counties.
- The FATHER Project.
- Way to Grow received Welfare-to-Work funds to work with the FATHER Project.
- State earned income tax credit.

☐ **Strengthening Fathers as Nurturers**

None reported.

☑ **Promoting Leadership Capacity**

- Father-to-Father initiative.
- Male responsibility and fathering grants.
- Hennepin County receives fatherhood training from the National Practitioners' Network for Fathers and Families of the National Center for Strategic Non-profit Planning and Community Leadership (NPCL).

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Minnesota
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	19.7
Percent of children living in father-only families	3.9	3.8
As percent of all single-parent families	14.0	16.3
Percent of children living with unmarried teen mothers	1.1	1.3
Percent of children living in two-parent families	69.0	75.5
Paternity establishment rate	55.0	70.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	1.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.3
Percent of children whose father is employed part-time	15.7	13.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.0
Percent of children whose father had finished high school	31.3	27.7
Percent of children whose father had more than high school	53.5	66.3
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.0
Poverty rate of children in two-parent families with father employed full-time	5.1	4.2
Poverty rate of children in single-parent families	45.5	42.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	41.2
Percent of total child support collections by dollars	51.7	70.8

MISSISSIPPI

Overview

To address the needs of Mississippi's fatherless households, the Mississippi Department of Human Services (MDHS) offers a triad of initiatives: (1) a program to increase child support payments, (2) a sexual abstinence program for teens, and (3) a Responsible Fatherhood training and mentoring program. Mississippi keeps track of its funding of responsible fatherhood initiatives. The state spends about $59,000 on the Responsible Fatherhood Initiative and $500,000 on its Just Wait Abstinence Unit. The state will evaluate its welfare reform strategy and all aspects pertaining to fatherhood using surveys developed by Millsaps College.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Along with a series of six posters, the Heat of the Moment, a documentary produced by MDHS, has been distributed in public and private schools and libraries throughout Mississippi. In addition, Heat of the Moment radio, newspaper, and television ads as well as billboards have promoted the abstinence message throughout the state.

In November 1998, MDHS sponsored the first annual Mississippi Responsible Fatherhood Summit, which was open to the public.

The state has also implemented several public-awareness campaigns, including a multi-media campaign, a white ribbon campaign, and the Remember Me Doll campaign, all aimed at guiding communities to establish and sustain teen pregnancy prevention programs.

Preventing Unwanted or Too-Early Fatherhood

Mississippi established the Just Wait Abstinence Unit within MDHS to promote sexual abstinence among teens. Two full-time staff members coordinate Abstinent Unit activities.

Enhancing Fathers as Economic Providers

A hospital-based paternity program called A Simple Acknowledgment of Paternity (ASAP) uses brochures and videos to illustrate to new parents the lifetime benefits a child receives from having paternity legally established.

The state suspends the professional, occupational, gaming, and driver licenses of persons not complying with orders for payment of child support. This law also applies to licenses to sell alcoholic beverages and to operate a business.

Persons owing past-due child support for any child who receives Temporary Assistance to Needy Families may be required by the court to participate in a work program for noncustodial parents offered by the state.

Mississippi uses the Internet to publicize its "Ten Most Wanted" list of parents in arrears of court-ordered payments. The state also has a memorandum of understanding with the U.S. Postal Service to display the "Ten Most Wanted" posters in 500 post offices.

Strengthening Fathers as Nurturers

Mississippi implemented a Responsible Fatherhood Initiative in January 1998. Since that time, 35 work sessions have been conducted throughout the state to train, educate, and encourage fathers to assume responsibility for their children. Governor Fordice endorsed the initiative by proclaiming June 1998 as Responsible Fatherhood Month. The initiative emphasizes the importance of paternal leadership. The state supports and serves as a resource for the initiative.

The state has an access and visitation program, which is a collaborative effort with Head Start centers to develop neutral visitation sites in three counties. Parents are provided mediation and education services through MDHS project officers.

Promoting Leadership Capacity

None reported.

MISSISSIPPI

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Heat of the Moment documentary and posters used to promote abstinence.
- Mississippi Responsible Fatherhood Summit.
- Various public-awareness campaigns promote teen pregnancy prevention.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Just Wait Abstinence Unit is within State Department of Human Services.

☑ **Enhancing Fathers as Economic Providers**

- State sponpors A Simple Acknowledgment of Paternity (ASAP) hospital-based paternity program.
- State-issued licenses suspended for noncompliance with child support orders.
- Court may require those who do not pay support and have children receiving TANF to participate in a work program.
- Internet and post office post "Ten Most Wanted" lists of parents who do not pay child support.

☑ **Strengthening Fathers as Nurturers**

- The Responsible Fatherhood Initiative.
- State access and visitation program collaborates with Head Start centers.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Mississippi
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	34.7
Percent of children living in father-only families	3.9	3.0
As percent of all single-parent families	14.0	7.9
Percent of children living with unmarried teen mothers	1.1	1.6
Percent of children living in two-parent families	69.0	57.2
Paternity establishment rate	55.0	46.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.7
Percent of children whose father is employed part-time	15.7	15.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	22.1
Percent of children whose father had finished high school	31.3	34.9
Percent of children whose father had more than high school	53.5	43.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	12.2
Poverty rate of children in two-parent families with father employed full-time	5.1	5.7
Poverty rate of children in single-parent families	45.5	56.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	14.5
Percent of total child support collections by dollars	51.7	45.6

MISSOURI

Overview

Missouri offers several programs encouraging fathers to be responsible economic providers for their children. It also offers parenting workshops for never-married fathers. The state keeps track of state spending on fatherhood programs.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Division of Child Support Enforcement (DCSE) has a public-awareness committee comprised of DCSE staff to develop and distribute materials on the child support enforcement program in the form of brochures and items such as pens/pencils, rulers, fans, etc. The committee also oversees local speaker bureaus, whose members talk to students, community organizations, and businesses about child support enforcement.

The state plans to have the Governor's Summit on Responsible Fatherhood in July of this year.

Preventing Unwanted or Too-Early Fatherhood

The Rites of Passage program seeks to help youth committed to the state Division of Youth Services. Seven principles in the curriculum concentrate on responsibility and accountability, with an emphasis on responsible parenting. In fiscal year 1996, 120 youths were served by the program in St. Louis. Statewide expansion is planned.

Enhancing Fathers as Economic Providers

The Department of Health has had a voluntary hospital paternity program in place since 1989 to encourage fathers to sign birth certificates and acknowledge their paternity. The Division of Child Support Enforcement (DCSE) staff meet regularly with hospital staff throughout the state to ensure that they are knowledgeable in the process of obtaining paternity acknowledgments.

The Parents' Fair Share (PFS) program offers remedial education, job training, job search, peer support, mediation, flexible child support services, and assistance in overcoming substance abuse. Total responsibility for this program was shifted to DCSE on January 1, 1998. The program operates on a statewide basis and will continue beyond its initial demonstration period.

DCSE will join with Head Start child care centers and family health care facilities to pilot Parent Corners in five Missouri communities. Through Parent Corners, parents will learn how child support services are an integral part of responsible parenting and how child development, child care, primary health care, and other services are important to healthy families. DCSE will train Head Start and family health center staff on how the child support system works and how important paternity establishment is to the children and parents they serve.

Missouri revokes the driver and professional licenses of noncustodial parents who do not pay child support.

Strengthening Fathers as Nurturers

A pilot project has been launched in St. Louis in which contracted outreach workers meet with parents before and after a baby's birth. Outreach workers train hospital and clinic staff to obtain paternity acknowledgments, identify the needs of unmarried couples, and link parents with a network of support services (e.g., counseling, job training) located in the community.

In the Mediation Achieving Results for Children (MARCH) program, parents receive up to four hours of mediation free. In the mediation sessions, parents are able to work out conflicts related to parenting time, financial support, transportation, etc. If only one of the parents wants mediation, the MARCH staff will help that parent get an order requiring both parents to enter into mediation. If the parents come to an agreement, the MARCH staff will help the parent get the agreement made into an enforceable order. The MARCH staff will screen for domestic violence to make sure a parent is not forced into mediation if he or she does not feel safe.

Several judicial circuits in Missouri offer or require parenting education on the impact of divorce on children. Some circuits offer mediation at no charge or at low cost to address issues having to do with custody and visitation.

The Proud Parents program helps parents understand the importance of involving both of them with their children and gives fathers the tools, knowledge, and parenting skills to support their children emotionally and financially. The focus is on cooperative problem-solving. Proud Parents workshops serve as a gateway for involving parents in Parents' Fair Share, FUTURES MARCH, and other supportive services. The workshops are offered to divorced as well as never-married fathers.

Promoting Leadership Capacity

The Department of Social Services and DCSE are in the process of developing a statewide Missouri Fatherhood Initiative. The Initiative will be community based and community operated and will provide grant funds to enhance local efforts and foster development in communities that currently do not have initiatives. All fathers, regardless of marital status, will be targeted, and the program will reach across racial and cultural lines. A statewide representative task force is being formed to develop core values, principles, and goals.

MISSOURI

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Public-awareness committee develops and distributes materials on child support enforcement.
- Governor's Summit on Responsible Fatherhood planned in July 1999.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Rites of Passage program in St. Louis. Statewide expansion is planned.

☑ **Enhancing Fathers as Economic Providers**

- State has in-hospital paternity establishment program.
- The Parents' Fair Share (PFS) program.
- Parent Corners program pilot is planned.
- State revokes driver and professional licenses from those who do not pay child support.

☑ **Strengthening Fathers as Nurturers**

- Pilot project in St. Louis offers a network of supports to parents.
- Mediation Achieving Results for Children (MARCH) program.
- The Proud Parents program.

☑ **Promoting Leadership Capacity**

- Missouri Fatherhood Initiative is planned.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Missouri
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	24.1
Percent of children living in father-only families	3.9	2.4
As percent of all single-parent families	14.0	9.2
Percent of children living with unmarried teen mothers	1.1	1.0
Percent of children living in two-parent families	69.0	70.6
Paternity establishment rate	55.0	53.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.5
Percent of children whose father is employed part-time	15.7	15.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	12.2
Percent of children whose father had finished high school	31.3	35.3
Percent of children whose father had more than high school	53.5	52.5
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.8
Poverty rate of children in two-parent families with father employed full-time	5.1	2.5
Poverty rate of children in single-parent families	45.5	40.9
Fathers and Child Support		
Percent of total child support collections by case	20.5	21.1
Percent of total child support collections by dollars	51.7	55.3

MONTANA

Overview

Montana's strategies to promote responsible fatherhood center around welfare-linked and family-strengthening policies. The state focuses special attention on fathers in domestic abuse situations.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Through public schools and collaboration between Temporary Assistance to Needy Families and family planning agencies, Montana seeks to teach young people how to prevent unwanted pregnancies.

Enhancing Fathers as Economic Providers

Job training/job linkage is available through the state for low-income, noncustodial fathers.

Montana revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has special paternity establishment strategies.

Strengthening Fathers as Nurturers

Divorcing parents can receive counseling on the impact of divorce on children.

The Partnership to Strengthen Families project is a statewide network of public and private family-service providers helping families to develop their own strengths. The project provides services to all families, including those with teen fathers, single fathers, and fathers of children with disabilities. The Partnership to Strengthen Families focuses special attention on fathers in abusive family situations.

Promoting Leadership Capacity

None reported.

MONTANA

Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- State uses public schools, TANF programs, and family planning agencies to prevent unwanted pregnancies.

☑ **Enhancing Fathers as Economic Providers**

- Employment services are available for low-income noncustodial fathers.
- State revokes driver and professional licenses from those who do not pay child support.
- State has special paternity establishment strategies.

☑ **Strengthening Fathers as Nurturers**

- Counseling on the impact of divorce on children is available.
- The Partnership to Strengthen Families.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Montana
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	18.0
Percent of children living in father-only families	3.9	5.7
As percent of all single-parent families	14.0	24.1
Percent of children living with unmarried teen mothers	1.1	0.1
Percent of children living in two-parent families	69.0	74.5
Paternity establishment rate	55.0	63.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	76.4
Percent of children whose father is employed part-time	15.7	23.6
Fathers and Education		
Percent of children whose father did not finish high school	15.2	8.3
Percent of children whose father had finished high school	31.3	33.2
Percent of children whose father had more than high school	53.5	58.5
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	12.4
Poverty rate of children in two-parent families with father employed full-time	5.1	8.0
Poverty rate of children in single-parent families	45.5	41.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	24.7
Percent of total child support collections by dollars	51.7	38.8

NEBRASKA

Overview

Nebraska plans to use responsible fatherhood as the platform for its no smoking campaign. The state has several programs that are in the planning stage.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Smoke-Free Nebraska campaign, a state and federally funded initiative, will use responsible fatherhood public service announcements to promote a smoke-free environment.

The Nebraska Reproductive Health Program has an information and education component to build community leadership around preventing unwanted/unplanned fatherhood. It is funded by state and federal funds.

Preventing Unwanted or Too-Early Fatherhood

A local pilot program called It's Guy Talk teaches men about reproductive health.

Another training program called Wise Guys is planned.

Enhancing Fathers as Economic Providers

Nebraska has developed a hospital-based paternity establishment strategy that, since its inception in fiscal year 1994–1995, has resulted in a 59 percent increase in the paternity establishment rate.

The state provides Welfare-to-Work funds and plans to offer job readiness services, subsidized and unsubsidized employment opportunities, job placement services, and postemployment activities to noncustodial fathers of children receiving Temporary Assistance to Needy Families.

Strengthening Fathers as Nurturers

Nebraska has an Access and Visitation grant targeting noncustodial parents. Federally funded, its implementation is still in the planning stage.

Promoting Leadership Capacity

None reported.

NEBRASKA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- The Smoke-Free Nebraska campaign will include responsible fatherhood PSAs.
- The Reproductive Health Program is planned.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- It's Guy Talk pilot.
- Wise Guys training program is planned.

☑ **Enhancing Fathers as Economic Providers**

- Hospital-based paternity establishment strategy.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.

☑ **Strengthening Fathers as Nurturers**

- Access and Visitation grant.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Nebraska
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	16.4
Percent of children living in father-only families	3.9	3.3
As percent of all single-parent families	14.0	16.6
Percent of children living with unmarried teen mothers	1.1	0.6
Percent of children living in two-parent families	69.0	78.0
Paternity establishment rate	55.0	38.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.6
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.9
Percent of children whose father is employed part-time	15.7	11.1
Fathers and Education		
Percent of children whose father did not finish high school	15.2	5.3
Percent of children whose father had finished high school	31.3	32.7
Percent of children whose father had more than high school	53.5	62.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.5
Poverty rate of children in two-parent families with father employed full-time	5.1	4.4
Poverty rate of children in single-parent families	45.5	35.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	21.0
Percent of total child support collections by dollars	51.7	50.3

NEVADA

Overview

Nevada has focused most of its responsible fatherhood initiatives on preventing teen pregnancy and encouraging responsible male behavior. Thirty-two community-based action teams have been organized across the state to prevent teen pregnancy and address issues of male responsibility.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

As a participant in the Teen Pregnancy Prevention Month Workgroup, Department of Children and Family Services (DCFS) is working closely with other agencies such as the Health Department and Welfare Division. The purpose of the workgroup is to share expertise, as well as to develop and deliver a coordinated plan to increase public awareness of teen pregnancy.

Preventing Unwanted or Too-Early Fatherhood

Nevada's teen pregnancy plan was published in early 1996 and includes recommendations for promoting male responsibility, abstinence-based activities, and postponement of sexual involvement.

Nevada also has a Boys Encouraging Adolescent Responsibility (BEAR) project sponsored by the Nevada Health Division. BEAR is funded by Title X through the Family Planning Grant. It provides a monetary incentive to induce high-risk teenage boys, ages 14–16, to attend a series of support meetings focusing on self-esteem and leadership enhancement skills. The primary objective of the program is to delay pregnancy and encourage high school graduation.

The state reaches out to Medicaid recipients whose children are 9–14 years of age by informing them of the importance of accessing family planning education for their children, and of talking with their children about what an unplanned pregnancy might mean for their future.

The Teen Team consists of a network of agency and community resources functioning together as an oversight committee. They collaborate to develop better resources within the community and to overcome obstacles to meeting an individual teen's service plan. The Teen Team also receives input from teens who have accessed community services and supports in the past. This support can include participation in the Partners in Parenting program, mentoring programs, and workshops. The Partners in Parenting program is operated through the Nevada Cooperative Extension, which is a service to parents to assist them within their home. The Nevada Cooperative Extension also disseminates training materials promoting sexual abstinence.

The Family-Centered Assessment Process is a division-wide program enabling DCFS staff to work in partnership with families to make them more knowledgeable of child support procedures.

Enhancing Fathers as Economic Providers

Nevada suspends the driver licenses of noncustodial parents who are delinquent in paying child support.

The Noncustodial Parent Employment Assistance Program provides assessments for employability and job referrals. Those who qualify are referred to the Private Industry Council for participation in the Welfare-to-Work program.

In the Paternity Orientations Program, child support staff provide information to custodial parents on the importance of establishing paternity and a good father/child relationship. The goal is to convince custodial mothers to allow fathers to establish a bond with their children.

The state has a hospital-based paternity establishment program. Child support staff offer training to hospital staff on how to secure a simple voluntary acknowledgment of paternity. They also encourage hospital staff to ensure that fathers are aware of their rights and responsibilities when establishing paternity.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $75.

Strengthening Fathers as Nurturers

Since 1996, the Welfare Division of the Department of Human Resources has implemented a policy to include family planning, paternity, and issues related to fatherhood in all of their employment and training classes.

The state has an access and visitation program offering mediation and other support services to divorced and never-married families.

Promoting Leadership Capacity

Thirty-two community-based action teams operating across the state are in the process of determining what interventions will work best in their communities, including how best to elicit responsible male behavior. The teen pregnancy plan includes recommendations for male-specific, abstinence-based activities.

NEVADA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Teen Pregnancy Prevention Month Workgroup increases public awareness of teen pregnancy.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Nevada's teen pregnancy plan includes recommendations for promoting abstinence and male sexual responsibility.
- Boys Encouraging Adolescent Responsibility (BEAR) project.
- Outreach to Medicaid recipients to prevent unplanned pregnancy.
- The Teen Team.
- The Family-Centered Assessment identifies a viable plan to provide support services to clients.

☑ **Enhancing Fathers as Economic Providers**

- State suspends driver licenses of those who are delinquent in paying child support.
- Noncustodial Parent Employment Assistance Program.
- Paternity Orientations Program.
- State sponsors hospital-based paternity establishment program.
- Child support pass-through is $75.

☑ **Strengthening Fathers as Nurturers**

- Welfare Division includes family planning, paternity, and issues related to fatherhood in all employment and training classes.
- The state access and visitation program offers mediation and other support services to divorced and never-married parents.

☑ **Promoting Leadership Capacity**

- Thirty-two community-based action teams operate across the state.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Nevada
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.7
Percent of children living in father-only families	3.9	5.5
As percent of all single-parent families	14.0	20.2
Percent of children living with unmarried teen mothers	1.1	0.7
Percent of children living in two-parent families	69.0	70.0
Paternity establishment rate	55.0	8.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	82.5
Percent of children whose father is employed part-time	15.7	17.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	17.1
Percent of children whose father had finished high school	31.3	32.0
Percent of children whose father had more than high school	53.5	50.9
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	9.8
Poverty rate of children in two-parent families with father employed full-time	5.1	6.3
Poverty rate of children in single-parent families	45.5	28.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	22.9
Percent of total child support collections by dollars	51.7	37.1

NEW HAMPSHIRE*

Overview

New Hampshire has developed a public-awareness campaign, a school-based male outreach program, and several pilot initiatives, including a court-linked program for divorcing parents and another for noncustodial parents.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

"Thanks Dad" is a statewide poster campaign recognizing the responsible behaviors of fathers who meet their obligations to support their children. The project was launched in 1994 on Father's Day. The state is also using New England Patriots posters developed by the Massachusetts Department of Revenue to promote responsible fatherhood.

Preventing Unwanted or Too-Early Fatherhood

A statewide male outreach project is underway in high schools as part of the state's teenage pregnancy prevention initiative. Child support and welfare staff visit health education classes to discuss responsibility issues and the effects of the new welfare laws on teen parents.

Enhancing Fathers as Economic Providers

The state legislature passed a license revocation law in April 1996.

A demonstration effort has been launched to help unemployed noncustodial parents access job training, counseling, job placement, and job search assessment and referral. The project is jointly conducted by child support enforcement and a private contractor, Job Services Project.

New Hampshire has an in-hospital paternity program to educate unmarried parents on the benefits of establishing paternity as soon as possible after a child's birth. The program provides for voluntary acknowledgment. In the first two years of the program, the success rate for paternity establishment has been 60 percent.

Strengthening Fathers as Nurturers

The state has a pilot program underway in two counties requiring parenting classes in divorce cases. Results have yet to be gathered on the success of the projects.

Promoting Leadership Capacity

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

NEW HAMPSHIRE

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**

- "Thanks Dad"—posters for fathers meeting child support obligations.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Male outreach education provided to schools on new welfare laws.

☑ **Enhancing Fathers as Economic Providers**

- License revocation enacted by state legislature.
- Job training, placement, and counseling available to unemployed noncustodial fathers as pilot program.

☑ **Strengthening Fathers as Nurturers**

- Parenting classes for divorcing parents in pilot stage.

☐ **Promoting Leadership Capacity**

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	New Hampshire
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	19.5
Percent of children living in father-only families	3.9	5.6
As percent of all single-parent families	14.0	22.3
Percent of children living with unmarried teen mothers	1.1	0.9
Percent of children living in two-parent families	69.0	73.5
Paternity establishment rate	55.0	62.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.7
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.0
Percent of children whose father is employed part-time	15.7	16.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	7.4
Percent of children whose father had finished high school	31.3	31.8
Percent of children whose father had more than high school	53.5	60.8
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	4.1
Poverty rate of children in two-parent families with father employed full-time	5.1	2.2
Poverty rate of children in single-parent families	45.5	29.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	36.8
Percent of total child support collections by dollars	51.7	61.8

NEW JERSEY

Overview

New Jersey focuses on promoting public awareness of responsible fatherhood and on sponsoring programs targeting teens. The state also sponsors both school-based and community-based initiatives to prevent adolescent pregnancy.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

A community education campaign called Learning Investments Network for Kids' Sake (LINKS) increases public awareness of the importance of parental responsibility and promotes a parental responsibility curriculum for schools. The theme of the campaign, "Child Support, It's More Than Just Money," is designed to emphasize the benefits of providing a secure financial and emotional bond between noncustodial parents and their children. The LINKS program represents a new public education approach for the Office of Child Support and Paternity.

State funding has been made available to increase statewide awareness of child care issues and to provide outreach and public relations geared to the needs of each county's population. The campaign emphasizes the importance of both parents' understanding what is quality child care and what their child care options are. The campaign also stresses the importance of monitoring and evaluating child care programs. Funding is also provided to the Unified Child Care Agencies to provide parent and consumer education at the local level.

Preventing Unwanted or Too-Early Fatherhood

The school-based Youth Services Program provides a range of services to students, including courses in parenting skills and teen pregnancy prevention strategies. This initiative also provides group counseling and a support group for teen fathers. A parental responsibility curriculum for the schools is available.

The Adolescent Pregnancy Prevention Initiative was designed to fund adolescent pregnancy prevention efforts through the Healthy Youth Development and Youth-to-Youth programs. Both programs target teens at risk of pregnancy and their male partners. Programs include mentoring, family life education, and other support services through collaborative partnerships. Although the programs focus primarily on prevention of first pregnancies, the importance of preventing subsequent pregnancies is also emphasized.

Enhancing Fathers as Economic Providers*

The Paternity Opportunity Program (POP) allows fathers to be identified at the time of birth by the hospital. Fathers may voluntarily acknowledge paternity at the hospital, local registrar, or the county welfare office prior to or after a child's birth without having to go to court.

New Jersey revokes the driver, professional, and occupational licenses from noncustodial parents who do not pay child support.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

The Departments of Human Services, Corrections, and Health, and the Juvenile Justice Commission are exploring the possibility of using Temporary Assistance to Needy Families block funds to develop model fatherhood programs.

Promoting Leadership Capacity

The Minority Males Challenge Grants are mini-grants competitively awarded to nonprofit religious and civic organizations that support family unity. The Minority Males program was initiated in 1990 with two statewide conferences and two youth symposia.

---

* Operation Fatherhood is a program run by the Union Industrial Home, a nonprofit organization. It is based on the Parents' Fair Share demonstration and targets unemployed and underemployed noncustodial fathers whose children receive welfare. Participants receive job training, employment assistance, and formal peer counseling.

NEW JERSEY

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Learning Investments Network for Kids' Sake (LINKS) community education campaign.
- State funding is available to increase awareness of child care issues.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Youth Services Program provides parenting skills and teen pregnancy prevention strategies courses.
- Adolescent Pregnancy Prevention Initiative.

☑ **Enhancing Fathers as Economic Providers**

- The Paternity Opportunity Program (POP).
- State-issued licenses revoked from those who do not pay child support.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- State is planning to use TANF funds to develop model fatherhood programs.

☑ **Promoting Leadership Capacity**

- The Minority Males Challenge Grants.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	New Jersey
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.2
Percent of children living in father-only families	3.9	2.7
As percent of all single-parent families	14.0	11.1
Percent of children living with unmarried teen mothers	1.1	0.4
Percent of children living in two-parent families	69.0	73.3
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.3
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.2
Percent of children whose father is employed part-time	15.7	12.8
Fathers and Education		
Percent of children whose father did not finish high school	15.2	8.2
Percent of children whose father had finished high school	31.3	29.1
Percent of children whose father had more than high school	53.5	62.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	3.6
Poverty rate of children in two-parent families with father employed full-time	5.1	1.4
Poverty rate of children in single-parent families	45.5	44.4
Fathers and Child Support		
Percent of total child support collections by case	20.5	26.4
Percent of total child support collections by dollars	51.7	57.7

NEW MEXICO*

Overview

New Mexico currently sponsors several fatherhood-centered programs in addition to its welfare reform efforts. The state plans to develop an interagency council to coordinate the efforts of the various departments and state agencies providing services for fathers. New Mexico has a special child support coordinator for teen parents.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

New Mexico is currently working with the National Fatherhood Initiative to use its public service announcements and other materials to reach fathers.

In addition, the state Department of Health has a Not Yet campaign aimed at teaching male teens to wait until they are mentally and physically prepared for the responsibilities and consequences of sexual activity.

Preventing Unwanted or Too-Early Fatherhood

New Mexico's pregnancy prevention initiatives has a male involvement component.

The Bernadillo County Juvenile Detention Center runs a male involvement program for boys held at the facility.

The state sponsors a male involvement conference, organized by the Teen Pregnancy Coalition.

Enhancing Fathers as Economic Providers

New Mexico revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has an in-hospital paternity establishment program.

The Children, Youth, and Families Division has a special child support coordinator for teen parents.

Strengthening Fathers as Nurturers

The state has joint custody presumption in all divorce cases. Divorcing parents must also undergo mandatory counseling to ensure that they are knowledgeable of the impact of the divorce on children.

Promoting Leadership Capacity

The state offers mini-grants to fund innovative program strategies promoting responsible fatherhood. Requests for proposals are accepted from local programs wishing to receive the grants.

An interagency council to oversee fatherhood initiatives is currently being planned.

---

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.* The state has its own earned income tax credit for low-income families. The state EITC was not reported in 1997.

NEW MEXICO

Summary of State Strategies to Encourage Responsible Fatherhood*

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State is adapting national Fatherhood initiative.
- "Not Yet"—campaign encouraging teen males to postpone sex until they are ready for responsible fatherhood.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Male involvement component is used in pregnancy prevention efforts.
- State sponsors program for incarcerated youth.
- Male involvement conference.

☑ **Enhancing Fathers as Economic Providers**

- State sponsors license revocation program.
- State has in-hospital paternity establishment.
- Child support coordinator designated for teen parents.

☑ **Strengthening Fathers as Nurturers**

- Joint custody presumption.
- Mandatory counseling for divorcing parents

☑ **Promoting Leadership Capacity**

- Interagency council (planned).
- Mini-grants to local programs.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	New Mexico
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	26.1
Percent of children living in father-only families	3.9	4.4
As percent of all single-parent families	14.0	14.3
Percent of children living with unmarried teen mothers	1.1	2.0
Percent of children living in two-parent families	69.0	65.6
Paternity establishment rate	55.0	19.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	77.1
Percent of children whose father is employed part-time	15.7	22.9
Fathers and Education		
Percent of children whose father did not finish high school	15.2	21.0
Percent of children whose father had finished high school	31.3	29.4
Percent of children whose father had more than high school	53.5	49.5
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	21.3
Poverty rate of children in two-parent families with father employed full-time	5.1	11.5
Poverty rate of children in single-parent families	45.5	47.9
Fathers and Child Support		
Percent of total child support collections by case	20.5	21.9
Percent of total child support collections by dollars	51.7	39.7

NEW YORK

Overview

New York has various programs sponsored by the Office of Child Support Enforcement (OCSE). The majority of the programs are aimed at encouraging fathers to be better economic providers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

OCSE sponsors a public-awareness campaign with television commercials and posters featuring the New York State Giants sports team.

Just the Facts is a public-awareness video promoting prevention of unwanted/unplanned fatherhood and teen pregnancy. It is state funded and is distributed throughout New York.

OCSE has developed a video and brochure promoting hospital-based voluntary acknowledgment of paternity that have been distributed to the 165 birthing hospitals in New York State. OCSE also provides on-site technical assistance and training to hospitals to improve their paternity establishment rates.

Preventing Unwanted or Too-Early Fatherhood

The Parental Responsibility Program was started in 1995 as part of the Adolescent Pregnancy Prevention Program. Four demonstration programs under the Department of Social Services provide information and support concerning paternity, child support, parenting, and assistance in addressing entry-level and long-term employment prospects. The program currently serves 80 young men, ages 19–21.

Enhancing Fathers as Economic Providers*

The state includes noncustodial fathers in its federally funded Welfare-to-Work program run by the Department of Labor.

The Project for Fragile Families is a privately and publicly funded initiative that works with low-income, young, unmarried fathers in New York City. It tries to involve the men with their children, help them find jobs, establish paternity, and increase their child support payments. The state is seeking additional funding for the project.

New York has expanded its license suspension program for non-paying non-custodial parents. The state now suspends business, occupational, professional, and recreational/gaming licenses.

The state has a "Top Ten Deadbeat Dads" list posted on the Internet for New York City residents in arrears for child support owed.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.**

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

The state has a federally funded access and visitation program that offers mediation and other services to divorced and separated families.

Promoting Leadership Capacity

None reported.

---

* The Institute for Responsible Fatherhood and Family Revitalization, run by Charles Ballard, has received Welfare-to-Work funds from the U.S. Department of Labor. The Institute will operate a program in Yonkers to help noncustodial fathers establish paternity, further their education, develop a positive work ethic, change their lifestyle, and find and maintain employment.

** The state legislature was debating raising the pass-through to $100 at publication time of this report.

NEW YORK

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with sports team to sponsor fatherhood media campaign.
- Just the Facts video promotes prevention of unwanted/unplanned fatherhood and teen pregnancy.
- Video and brochure promotes hospital-based voluntary acknowledgment of paternity.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Parental Responsibility Program demonstration programs.

☑ **Enhancing Fathers as Economic Providers**

- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- The Project for Fragile Families pilot operates in New York City.
- State suspends professional and recreational licenses of those not paying child support.
- New York City has posted a "Top Ten Deadbeat Dads" list on its Internet web site.
- Child support pass-through is $50.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- State has access and visitation program.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	New York
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	29.4
Percent of children living in father-only families	3.9	3.6
As percent of all single-parent families	14.0	11.0
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	63.9
Paternity establishment rate	55.0	49.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	7.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.5
Percent of children whose father is employed part-time	15.7	15.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	13.0
Percent of children whose father had finished high school	31.3	32.3
Percent of children whose father had more than high school	53.5	54.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	10.4
Poverty rate of children in two-parent families with father employed full-time	5.1	5.0
Poverty rate of children in single-parent families	45.5	53.2
Fathers and Child Support		
Percent of total child support collections by case	20.5	16.3
Percent of total child support collections by dollars	51.7	60.4

NORTH CAROLINA

Overview

North Carolina is in the planning stages of a statewide Fatherhood Initiative and has held a summit to promote awareness about responsible fatherhood. The child support enforcement agency works with unemployed men to help them support their children.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Plans for a statewide Fatherhood Initiative are in the process of being drawn up. The state convened a summit in April 1999 to promote awareness about responsible fatherhood. The child support enforcement agency refers unemployed men to local community colleges, where they can receive free education and training to help them find jobs and support their children.

The state held four fatherhood roundtables in the fall of 1998. The roundtables brought people together from across the state to discuss responsible fatherhood.

Additionally, North Carolina joined together in partnership with the Carolina Panthers, a professional football team, as part of a public-awareness effort depicting players interacting with their children or speaking on the subject of fatherhood in a positive manner.

Preventing Unwanted or Too-Early Fatherhood

The Adolescent Parenting Program of the Department of Health and Human Services/Division of Women's and Children's Health currently has 30 programs in public and private nonprofit agencies across the state. The goals of the program are to prevent subsequent teen pregnancies and to encourage the participants to complete high school. The program coordinator provides case management, counseling, education, and regular peer group meetings and matches each participant with a community volunteer mentor. The goal is to have this program and the Adolescent Pregnancy Prevention Program in all 100 counties by 2000.

The statewide Adolescent Pregnancy Prevention Initiative operates at 24 sites. An external evaluation has identified several successful strategies: funding and technical assistance to projects that build upon skill-based abstinence education, mentoring, efforts to expand the life options of at-risk youth, programs for intervening at the time of a negative pregnancy test to ensure appropriate counseling and follow-up, a sustained multi-media public-awareness campaign adapted by communities to support their local needs, and ongoing annual evaluation at both the state and local level.

Enhancing Fathers as Economic Providers

To publicize the availability and encourage the use of the voluntary paternity establishment process, the state is in the process of producing paternity information packets to be distributed to parents. These bilingual kits explain the positive aspects of establishing paternity as soon as possible after the birth of a child. Included in the kits are videos, which can be shown in the waiting rooms of hospitals, clinics, and local Department of Social Services offices. To expedite the paternity establishment process, the state is working with Vital Statistics Records to design a national paternity affidavit, which can be used to legally establish paternity immediately following the birth of a child.

To expedite the process of paternity establishment, local departments of social services have the option of having an affidavit of parentage signed and notarized at the time the Temporary Assistance to Needy Families application is signed. This is forwarded to the local Child Support Enforcement Agency and helps establish paternity more quickly, since the client does not have to come back for a separate interview for this purpose.

Many local child support offices offer assistance to noncustodial parents by referring them to community colleges that offer skill-building courses at no charge. These local offices also post vacancy announcements, which can be viewed by noncustodial parents.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

North Carolina has identified a cross-agency planning committee to design and facilitate the state's Fatherhood Initiative. The committee identifies public and private partners, including fathers in the community who have worked with the system, to be part of the planning council. The Fatherhood Initiative summit is expected to catalyze more local program efforts.

NORTH CAROLINA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Statewide Fatherhood Initiative is planned.
- Summit held to promote awareness about responsible fatherhood.
- Four fatherhood roundtables held in fall 1998.
- State works with sports team to sponsor fatherhood media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Adolescent Parenting Program.
- Adolescent Pregnancy Prevention Initiative.

☑ **Enhancing Fathers as Economic Providers**

- State plans to distribute paternity information packets to parents.
- Affidavit of parentage signed and notarized at the time TANF application is signed.
- Local child support offices refer noncustodial parents to community colleges that offer skill-building courses at no charge.

☐ **Strengthening Fathers as Nurturers**

None reported.

☑ **Promoting Leadership Capacity**

- Cross-agency planning committee to design and facilitate the state's Fatherhood Initiative.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	North Carolina
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	26.4
Percent of children living in father-only families	3.9	4.6
As percent of all single-parent families	14.0	14.8
Percent of children living with unmarried teen mothers	1.1	1.3
Percent of children living in two-parent families	69.0	64.3
Paternity establishment rate	55.0	52.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.2
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.6
Percent of children whose father is employed part-time	15.7	11.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	16.0
Percent of children whose father had finished high school	31.3	30.8
Percent of children whose father had more than high school	53.5	53.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.9
Poverty rate of children in two-parent families with father employed full-time	5.1	4.7
Poverty rate of children in single-parent families	45.5	39.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	22.6
Percent of total child support collections by dollars	51.7	59.4

NORTH DAKOTA*

Overview

North Dakota reports license revocation and paternity establishment procedures.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Community efforts are underway to address teen pregnancy as well as the importance of responsible fatherhood.

Enhancing Fathers as Economic Providers

The state suspends licenses of child support evaders.

Procedures have been implemented to establish paternity while the mother is in the hospital.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

---

* State reports that there have been no changes since the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

NORTH DAKOTA

Summary of State Strategies to Encourage Responsible Fatherhood*

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Community efforts to address teen pregnancy and the importance of responsible fatherhood.

☑ **Enhancing Fathers as Economic Providers**

- State suspends licenses of child support evaders.
- State has in-hospital paternity establishment procedures.

☐ **Strengthening Fathers as Nurturers**

- None reported.

☐ **Promoting Leadership Capacity**

None reported.

* State reports that there have been no changes since the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	North Dakota
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	14.7
Percent of children living in father-only families	3.9	4.8
As percent of all single-parent families	14.0	24.7
Percent of children living with unmarried teen mothers	1.1	0.3
Percent of children living in two-parent families	69.0	78.3
Paternity establishment rate	55.0	59.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	1.7
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.7
Percent of children whose father is employed part-time	15.7	13.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.4
Percent of children whose father had finished high school	31.3	27.5
Percent of children whose father had more than high school	53.5	66.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.1
Poverty rate of children in two-parent families with father employed full-time	5.1	5.8
Poverty rate of children in single-parent families	45.5	46.4
Fathers and Child Support		
Percent of total child support collections by case	20.5	23.8
Percent of total child support collections by dollars	51.7	79.3

OHIO

Overview

Ohio's efforts to promote responsible fatherhood are largely a response to welfare changes. The state has access and visitation grants operating in 10 counties.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Fatherhood Initiative is a state and federally funded public-awareness effort to promote fathers as economic providers and nurturers and to build community support. The state will sponsor an initiative that includes four public forums on fatherhood from 1999 through 2000. In the forums, community leaders will discuss the roles and social expectations of fathers. The state plans to spend $50,000 each year for the initiative.

Ohio, along with Illinois, Indiana, and Maryland, has nearly completed work with the Ad Council to develop a public-awareness campaign to increase voluntary payment of child support by noncustodial parents. The campaign is state and federally funded. The campaign is producing newspaper and magazine ads, as well as public service announcements for radio and television.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

Ohio is planning to develop a Seek Work program for fathers using Temporary Assistance to Needy Families funds in fiscal year 2000. The program will help noncustodial fathers find work.

Strengthening Fathers as Nurturers

The state has a Putative Father Registry that requires potential fathers to register with the state to reserve their custody rights in adoption proceedings.

Access and visitation programs are being piloted in 10 counties.

Promoting Leadership Capacity

None reported.

OHIO

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- The Fatherhood Initiative.
- Ad Council public-awareness campaign is planned.

☑ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- Seek Work program for fathers using TANF is planned.

☑ **Strengthening Fathers as Nurturers**

- Putative Father Registry.
- Access and visitation programs being piloted.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Ohio
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.8
Percent of children living in father-only families	3.9	3.8
As percent of all single-parent families	14.0	14.4
Percent of children living with unmarried teen mothers	1.1	1.0
Percent of children living in two-parent families	69.0	70.3
Paternity establishment rate	55.0	57.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	84.9
Percent of children whose father is employed part-time	15.7	15.1
Fathers and Education		
Percent of children whose father did not finish high school	15.2	8.4
Percent of children whose father had finished high school	31.3	40.4
Percent of children whose father had more than high school	53.5	51.3
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.4
Poverty rate of children in two-parent families with father employed full-time	5.1	2.7
Poverty rate of children in single-parent families	45.5	46.4
Fathers and Child Support		
Percent of total child support collections by case	20.5	28.5
Percent of total child support collections by dollars	51.7	60.2

OKLAHOMA

Overview

Oklahoma pays special attention to the needs of young fathers through the Office of Juvenile Affairs (OJA). State offices emphasize the role of fathers as nurturers as well as economic providers for their children.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

OJA has a parental responsibility program that encourages fathers as well as mothers to financially support the children not living with them. Public service announcements have been placed in newspapers, and direct service agencies, state departments, and judicial offices have been apprised of the program.

The Fatherhood Initiative was introduced in Oklahoma through the efforts of the Oklahoma Policy Council. The initiative is a media/print campaign to raise awareness of the critical, irreplaceable role that fathers play in the lives of their children.

Preventing Unwanted or Too-Early Fatherhood*

The Health Department staff are encouraged to pay special attention to the needs of young fathers and include them in family planning efforts statewide.

The Department of Human Services anticipates that in conjunction with the Department of Education it will distribute to all public high schools in the state the video In the Heat of the Moment, an abstinence-based nationally recognized film.

Enhancing Fathers as Economic Providers

Oklahoma's Child Support Enforcement Division of the Department of Human Services publishes a monthly "Ten Most Wanted" list. It also sends out thank-you letters on Father's Day to fathers who pay child support.

The Department of Human Services makes training through the Job Opportunities and Basic Skills Training Program (JOBS) available to unemployed low-income men. Food Stamp recipients are also referred to employment services or to JOBS.

OJA is in the process of establishing procedures to identify noncustodial parents who meet Welfare-to-Work eligibility criteria and are in the juvenile justice system. OJA seeks to provide these young parents services through Welfare-to-Work funds that will enable them to obtain sustained, unsubsidized employment. As a result of these efforts, more young men will be able to pay child support and become actively involved in the lives of their children.

Strengthening Fathers as Nurturers

In one county, the district court requires mandatory precourt mediation meetings for divorcing parents to help them understand the impact of divorce on children. Visitation by the noncustodial parent is currently linked to child support payments.

OJA works with a statewide Association of Youth Service Agencies to provide programs and training for fathers. These programs offer guidance in parenting and family relationships to prevent the children of these men from penetrating further into the Juvenile Justice system.

Oklahoma's Corrections Department sponsors a course on parenting and family values directed primarily at male inmates.

OJA has a Parental Responsibility Project to enforce parents' ongoing legal duty to provide and care for a child who has been adjudged a ward of the court pursuant to the juvenile code. A court order is sought to ensure that parents pay for the costs of the juvenile's care, maintenance, and medical treatment while at an OJA facility. This prevents parents from abandoning their legal duty to provide for their child and ensures that the consequences as well as treatment of juvenile behavior are assumed by the family.

Promoting Leadership Capacity

None reported.

---

* The Parent Assistance Center, located in Oklahoma City, has a program for teen fathers and runs groups on parenting for both male and female teen parents.

OKLAHOMA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Parental responsibility program places public service announcements encouraging parents to financially support children not living with them.
- The Fatherhood Initiative is a media/print campaign to raise awareness of the role of fathers.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Health Department staff pay special attention to the needs of young fathers.
- State uses In the Heat of the Moment, abstinence-based nationally recognized video.

☑ **Enhancing Fathers as Economic Providers**

- State publishes monthly "Ten Most Wanted" list of those who do not pay child support and sends thank-you letters on Father's Day to those who do pay support.
- JOBS training is available to unemployed low-income men.
- State is establishing procedures to identify noncustodial parents who meet Welfare-to-Work eligibility criteria and are in the juvenile justice system.

☑ **Strengthening Fathers as Nurturers**

- District court requires mandatory pre-court mediation meetings for divorcing parents.
- Office of Juvenile Affairs works with statewide Association of Youth Service Agencies to provide programs and training for fathers.
- Course on parenting and family values given to male inmates in correctional facilities.
- Parental Responsibility Project.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Oklahoma
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.0
Percent of children living in father-only families	3.9	4.0
As percent of all single-parent families	14.0	15.9
Percent of children living with unmarried teen mothers	1.1	0.5
Percent of children living in two-parent families	69.0	71.9
Paternity establishment rate	55.0	16.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	81.0
Percent of children whose father is employed part-time	15.7	19.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	14.2
Percent of children whose father had finished high school	31.3	34.0
Percent of children whose father had more than high school	53.5	51.8
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	11.4
Poverty rate of children in two-parent families with father employed full-time	5.1	6.9
Poverty rate of children in single-parent families	45.5	51.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	19.5
Percent of total child support collections by dollars	51.7	46.2

OREGON

Overview

Oregon has focused attention on implementing welfare reform in ways that support fathers as economic providers as well as caregivers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Oregon uses public service announcements, an Internet web page, and brochures to increase public awareness about responsible fatherhood.

Preventing Unwanted or Too-Early Fatherhood

Oregon has developed the Students Today Aren't Ready For Sex (STARS) program, which is a statewide public/private collaboration to promote sexual abstinence.

The state includes child support responsibilities in its school-based too-early parenthood prevention curriculum.

Oregon's attorney general leads a working group comprised of district attorneys, teen pregnancy prevention advocates, and agency staff to examine how to address statutory rape issues.

Enhancing Fathers as Economic Providers

The state has piloted projects to include noncustodial parents in its Job Opportunities and Basic Skills Training Program (JOBS) and JOBS Plus programs. Based on data indicating that men who receive only Food Stamps and claim no dependents are often noncustodial fathers who lack jobs, the state has launched pilot projects to provide fathers with a range of support services as well as jobs.

To build awareness that effective child support enforcement involves attention to multiple aspects of a father's life, the state has developed cross-training at the community level, bringing together child support enforcement personnel, district attorneys, and welfare field staff.

State has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

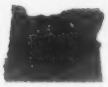
Oregon's pilot program for including noncustodial parents in its JOBS program not only provides basic JOBS services but works to improve parenting and nurturing skills.

Oregon also uses federal grants for a parent access and visitation pilot initiative in several communities.

Promoting Leadership Capacity

Oregon is reinvesting savings from welfare case closings in community-based prevention strategies. (The state has experienced a 58 percent drop in its welfare caseload over the past six years.) Local communities determine how to use the money, and some communities have invested in efforts to promote responsible fatherhood.

OREGON



Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State uses public service announcements, an Internet web page, and brochures to increase public awareness.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Students Today Aren't Ready For Sex (STARS) abstinence program.
- Child support responsibilities are included in school-based curriculum.
- Designated group examines how to address statutory rape issues.

☑ **Enhancing Fathers as Economic Providers**

- State is piloting inclusion of noncustodial parents in JOBS and JOBS Plus programs.
- State is training community and state agencies on child support issues.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- Pilot programs that include noncustodial parents in JOBS has a parenting and nurturing component.
- State sponsors access and visitation pilots.

☑ **Promoting Leadership Capacity**

- State is reinvesting TANF savings in community-based prevention strategies.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Oregon
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.9
Percent of children living in father-only families	3.9	4.2
As percent of all single-parent families	14.0	15.6
Percent of children living with unmarried teen mothers	1.1	0.3
Percent of children living in two-parent families	69.0	70.7
Paternity establishment rate	55.0	49.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	79.0
Percent of children whose father is employed part-time	15.7	21.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	11.9
Percent of children whose father had finished high school	31.3	29.1
Percent of children whose father had more than high school	53.5	59.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.4
Poverty rate of children in two-parent families with father employed full-time	5.1	4.0
Poverty rate of children in single-parent families	45.5	42.6
Fathers and Child Support		
Percent of total child support collections by case	20.5	19.6
Percent of total child support collections by dollars	51.7	58.3

PENNSYLVANIA

Overview

Pennsylvania keeps track of how much it spends on and monitors the effectiveness of fatherhood initiatives and policies affecting fathers. New child support enforcement mechanisms have been implemented and show early signs of effectiveness. Demonstration grants for access and visitation were recently awarded, and their effects will be studied over the coming months.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Pennsylvania Fathers' Resource Guide was created to increase the level of awareness, educate, and facilitate access to fatherhood resources. The Resource Guide outlines several programs that were started at the local level either through direct or indirect funding from the state.

Preventing Unwanted or Too-Early Fatherhood

The Pregnant and Parenting Teen Program targets both teen mothers and teen fathers. The program provides prenatal education; child development, nutrition, and parenting classes; referral and access to health care; career-readiness activities; peer support groups; access to child care and transportation; and referrals to community supports.

The Education Leading to Employment and Training program targets pregnant and parenting teens in high school (up to age 18) receiving Temporary Assistance to Needy Families (TANF). The program offers case management, parenting skills, and career-readiness training. The goal of the program is to keep teen parents in school and to prepare them for a career and parenthood.

The Pregnant and Parenting Youth Program targets pregnant and parenting young men and women, ages 18–21, who did not complete high school and are receiving TANF. The program helps recipients obtain their GEDs as well as job and life-skills training. The goal is to reconnect teen parents with school and prepare them for a career and parenthood.

The state provides an abstinence education program, targeting both male and female teens to prevent underage pregnancy.

The Father-to-Father program targets teen fathers in high school, providing counseling, peer groups, job readiness, and parenting classes.

The Man-to-Man Project promotes communication between fathers and sons and between peers and other young men on a variety of issues, including responsible sexual behavior and male responsibility in teen pregnancy prevention. The program was designed to educate and facilitate communication among men about sensitive issues.

Enhancing Fathers as Economic Providers

In 1998, $22 million in state funds were appropriated to draw down Pennsylvania's allocation of $44 million in federal formula Welfare-to-Work funds. While 85 percent of the funds were required to go to local Private Industry Councils (PICs), many PICs will be serving noncustodial parents of TANF children. Both the state and the PICs will offer services to noncustodial parents. Some PICs have partnered with local organizations to provide employment, training, and education programs for young fathers up to age 21.

Some Domestic Relations Sections (DRSs) of the courts are located in or near county assistance (welfare) offices associated with running the child support enforcement program. This enables TANF recipients to cooperate more effectively with paternity and child support enforcement procedures.

Some DRSs are also joining with local job placement and training organizations to offer job training and help in obtaining employment to fathers who are unable to pay child support because they are unemployed.

Fathers Workshop programs are designed to increase the employability skills of noncustodial parents and to connect them with jobs. The goals are to support, counsel, educate, challenge, and motivate fathers to establish relationships with their children.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

The Young Fathers program is designed to increase the employability skills of teen fathers, assist them in getting jobs, and help them reconnect with their children.

Strengthening Fathers as Nurturers

In 1998, the Department of Public Welfare applied for and received federal funding for access and visitation programs. The programs are in the planning and development stage. Ten organizations have been awarded Access and Visitation grants to develop and implement programs that increase parental access to children. In addition, some local family centers offer fatherhood programs having similar goals.

Promoting Leadership Capacity

None reported.

PENNSYLVANIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- *Pennsylvania Fathers' Resource Guide.*

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Pregnant and Parenting Teen Program.
- The Education Leading to Employment and Training program.
- The Pregnant and Parenting Youth Program.
- State's abstinence education program targets both male and female teens.
- The Father-to-Father program.
- The Man-to-Man Project.

☑ **Enhancing Fathers as Economic Providers**

- The Young Fathers program.
- Welfare-to-Work program.
- Domestic Relations Sections (DRSs) of the courts are located in or near county assistance (welfare) offices.
- Some DRSs are joining with local organizations to offer job training and help fathers obtain employment.
- Fathers Workshop programs aim to increase employability skills.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- Access and visitation programs are planned.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Pennsylvania
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	20.7
Percent of children living in father-only families	3.9	3.5
As percent of all single-parent families	14.0	14.6
Percent of children living with unmarried teen mothers	1.1	1.1
Percent of children living in two-parent families	69.0	73.5
Paternity establishment rate	55.0	51.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.2
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	85.5
Percent of children whose father is employed part-time	15.7	14.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	12.5
Percent of children whose father had finished high school	31.3	38.6
Percent of children whose father had more than high school	53.5	49.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	8.2
Poverty rate of children in two-parent families with father employed full-time	5.1	3.5
Poverty rate of children in single-parent families	45.5	47.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	32.7
Percent of total child support collections by dollars	51.7	70.1

PUERTO RICO

Overview

Puerto Rico is working to strengthen child support enforcement and promote responsible fatherhood through several public awareness campaigns.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The Program for Responsible Fatherhood is a part of Puerto Rico's Our Children First Congress, which is comprised of 12 government agencies working collaboratively to make a better environment for Puerto Rico's children. The Administration for Child Support Enforcement sponsors the Program for Responsible Fatherhood to help noncustodial fathers become involved with their children emotionally and financially.

The Centers for the Care and Development of Children are based on an initiative by the governor authorizing several public agencies and departments to establish centers that spread awareness of the need to educate fathers, to make them responsible for their children, and to guide them to participate in their children's lives.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

Puerto Rico works with private banks to locate missing fathers in an effort not only to collect child support but also to link fathers to their children for social reasons.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

PUERTO RICO

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- The Program for Responsible Fatherhood.
- The Centers for the Care and Development of Children.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- Puerto Rico works with private banks to locate missing fathers to reconnect them with their children and to provide economic support.

☐ **Strengthening Fathers as Nurturers**

None reported.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Puerto Rico*
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	
Percent of children living in father-only families	3.9	
As percent of all single-parent families	14.0	
Percent of children living with unmarried teen mothers	1.1	
Percent of children living in two-parent families	69.0	
Paternity establishment rate	55.0	1.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	
Percent of children whose father is employed part-time	15.7	
Fathers and Education		
Percent of children whose father did not finish high school	15.2	
Percent of children whose father had finished high school	31.3	
Percent of children whose father had more than high school	53.5	
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	
Poverty rate of children in two-parent families with father employed full-time	5.1	
Poverty rate of children in single-parent families	45.5	
Fathers and Child Support		
Percent of total child support collections by case	20.5	26.6
Percent of total child support collections by dollars	51.7	47.4

* Puerto Rico is not included in Current Population Survey.

RHODE ISLAND

Overview

Rhode Island's fatherhood-related strategies focus on issues related to teen fathers, child support enforcement, and welfare-linked issues. The Male Responsibility Project, which began in April 1998, will give an annual report on its progress through June 30, 1999. The state keeps track of some of the spending on fatherhood programs.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The state's child support enforcement (CSE) agency has distributed posters in conjunction with the state of Massachusetts and the New England Patriots football team depicting football players holding children, to emphasize that being a good father means being involved with your children.

Preventing Unwanted or Too-Early Fatherhood

The Male Responsibility Project was developed and is administered by the Adolescent Self-Sufficiency Collaborative (ASSC) coordinator of the Rhode Island Department of Human Services (DHS). Male counselors from five community-based organizations under contract to DHS and already serving pregnant and parenting adolescent girls provide direct services. The primary purpose of the Male Responsibility Project is the prevention of too-early fatherhood. The project will be evaluated on its ability to achieve the following outcomes: participants will show increased abstinence from sexual intercourse; increased use of condoms if sexually active; increased school attendance; improved grades; improved access to medical care; positive decision-making skills, conflict resolution skills and reproductive health information; and a decrease in negative risk-taking behavior, such as criminal activity/violence, gang membership, and use of illegal substances. The project serves 10 cities and towns, including the five core cities with the highest rates of teen pregnancy in Rhode Island.

The Town Teen Network provides after-school activities to middle school youth in two high-risk Rhode Island communities. The Rhode Island Department of Health initiated these programs.

ASSC serves pregnant and custodial teen parents (with an emphasis on those receiving public assistance) in five regions of the state. The primary goal of ASSC is to ensure the long-term economic independence of adolescent parents and their children. ASSC has received additional funding for the Male Responsibility Project. This funding ($175,000) enhances the program's ability to prevent initial or repeat pregnancies statewide.

Governor Lincoln Almond and the Rhode Island general assembly, recognizing the importance of preventing/reducing out-of-wedlock births, especially to adolescents, allocated $250,000 for fiscal year 1998 to fund initiatives for this purpose. Funding is expected to remain available through fiscal year 2000.

Other initiatives that reflect support include development of two leadership councils, which view young people as resources to help create social change, and a directory for youth in Providence called the Youth Opportunities Guide.

Enhancing Fathers as Economic Providers

The child support enforcement agency has implemented an in-hospital paternity establishment program in all birthing hospitals in the state of Rhode Island. Hospital staff have been trained to obtain paternity acknowledgment from fathers while the newborn is in the hospital. Voluntary acknowledgment of paternity can also be established in local CSE and Human Services offices after the child leaves the hospital.

Under the state Family Independence Act passed in May 1996, Rhode Island family court may refer noncustodial fathers to education and training activities.

The state revokes the licenses of noncustodial parents who do not pay their child support. The state also uses other methods of enforcement, including liens and levies against real property of delinquent fathers.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

The Rhode Island general assembly passed legislation entitled the Teen Pregnancy Prevention Partnership Act, which mandated the Rhode Island Departments of Health, Human Services, Education, and Children, Youth, and Families to collaborate on a statewide plan. The partnering agencies have compiled a literature review regarding effective practices nationwide and have held 10 community forums to obtain input from both adults and youth on the issue. A final report on the outcome of the partnerships and the completed plan of action was published in the spring of 1999.

RHODE ISLAND

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State is working with sports team to sponsor fatherhood media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Male Responsibility Project.
- The Town Teen Network.
- Adolescent Self-Sufficiency Collaborative serves pregnant and custodial teen parents in five regions of the state.
- Governor and the general assembly allocated $250,000 in 1998 to reduce out-of-wedlock births.
- State has developed two leadership councils and the Youth Opportunities Guide.

☑ **Enhancing Fathers as Economic Providers**

- State has in-hospital paternity establishment program.
- Family Independence Act of 1996 allows family courts to refer noncustodial fathers to education and training activities.
- State revokes licenses of those who do not pay their child support.
- Child support pass-through is $50.
- State earned income tax credit.

☐ **Strengthening Fathers as Nurturers**

None reported.

☑ **Promoting Leadership Capacity**

- Teen Pregnancy Prevention Partnership Act mandated some state agencies to collaborate on a statewide teen pregnancy prevention plan.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Rhode Island
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	28.6
Percent of children living in father-only families	3.9	3.3
As percent of all single-parent families	14.0	10.3
Percent of children living with unmarried teen mothers	1.1	1.1
Percent of children living in two-parent families	69.0	66.2
Paternity establishment rate	55.0	54.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.5
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	80.5
Percent of children whose father is employed part-time	15.7	19.5
Fathers and Education		
Percent of children whose father did not finish high school	15.2	13.9
Percent of children whose father had finished high school	31.3	30.1
Percent of children whose father had more than high school	53.5	56.0
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	3.9
Poverty rate of children in two-parent families with father employed full-time	5.1	0.7
Poverty rate of children in single-parent families	45.5	49.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	14.8
Percent of total child support collections by dollars	51.7	36.9

SOUTH CAROLINA

Overview

South Carolina has a public-awareness strategy as well as initiatives related to encouraging economic responsibility of fathers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The state works with the Carolina Panthers to provide public service announcements on responsible fatherhood.

Preventing Unwanted or Too-Early Fatherhood

Child support enforcement targets children with its First Things First campaign, designed to delay parenting until the child's education is completed, a job is obtained, and the child is married.

Enhancing Fathers as Economic Providers

The Department of Social Services and the Employment Security Commission coordinate the state's Welfare-to-Work program. Part of these funds are used to offer employment services to noncustodial fathers of children receiving Temporary Assistance to Needy Families. Job training, job placement, and job retention and support services are offered in local service delivery areas using Welfare-to-Work funds. Case management services are also provided.

The state revokes all state-issued licenses of fathers who fail to pay child support.

Strengthening Fathers as Nurturers

The South Carolina Office of Minority Affairs operates an Institute for Responsible Fatherhood pilot program to rebuild absent fathers' ability to connect with and provide for their children.

The Department of Social Services plans to launch a pilot program targeting noncustodial fathers to help them reconnect with their children.

Promoting Leadership Capacity

None reported.

SOUTH CAROLINA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- State works with sports team to sponsor fatherhood media campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- First Things First campaign is designed to delay premature parenting.

☑ **Enhancing Fathers as Economic Providers**

- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- State revokes all state-issued licenses of those who fail to pay child support.

☑ **Strengthening Fathers as Nurturers**

- Institute for Responsible Fatherhood pilot program.
- The Department of Social Services plans to launch a pilot program to help noncustodial fathers reconnect with their children.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	South Carolina
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	28.2
Percent of children living in father-only families	3.9	4.9
As percent of all single-parent families	14.0	14.8
Percent of children living with unmarried teen mothers	1.1	2.1
Percent of children living in two-parent families	69.0	60.9
Paternity establishment rate	55.0	46.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	5.0
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	88.0
Percent of children whose father is employed part-time	15.7	12.0
Fathers and Education		
Percent of children whose father did not finish high school	15.2	17.4
Percent of children whose father had finished high school	31.3	34.5
Percent of children whose father had more than high school	53.5	48.1
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	9.1
Poverty rate of children in two-parent families with father employed full-time	5.1	3.4
Poverty rate of children in single-parent families	45.5	55.2
Fathers and Child Support		
Percent of total child support collections by case	20.5	26.8
Percent of total child support collections by dollars	51.7	45.9

SOUTH DAKOTA

Overview

South Dakota's initiatives center around encouraging fathers to be better economic providers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Child support enforcement (CSE) staff talk to junior high students at school assemblies or in classes on the financial responsibilities of fathers. The CSE staff work with young men who have fathered children to carry the message.

Enhancing Fathers as Economic Providers

South Dakota offers job training and job-linking services to low-income, noncustodial fathers. Under the new welfare law, the state plans to operate a noncustodial parent community-service pilot program for unemployed fathers who are unable to pay child support.

The state has a policy that revokes driver and professional licenses of noncustodial parents who do not pay child support.

Strengthening Fathers as Nurturers

None reported.

Promoting Leadership Capacity

None reported.

SOUTH DAKOTA

Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Child support enforcement (CSE) staff talk to junior high students on the financial responsibilities of fathers.

☑ **Enhancing Fathers as Economic Providers**

- State offers job training and job-linking services to low-income, noncustodial fathers.
- State revokes driver and professional licenses of those who do not pay child support.

☐ **Strengthening Fathers as Nurturers**

None reported.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	South Dakota
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	17.2
Percent of children living in father-only families	3.9	5.8
As percent of all single-parent families	14.0	25.3
Percent of children living with unmarried teen mothers	1.1	0.4
Percent of children living in two-parent families	69.0	74.8
Paternity establishment rate	55.0	85.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.3
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.1
Percent of children whose father is employed part-time	15.7	12.9
Fathers and Education		
Percent of children whose father did not finish high school	15.2	10.6
Percent of children whose father had finished high school	31.3	36.5
Percent of children whose father had more than high school	53.5	52.9
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	11.0
Poverty rate of children in two-parent families with father employed full-time	5.1	7.2
Poverty rate of children in single-parent families	45.5	40.4
Fathers and Child Support		
Percent of total child support collections by case	20.5	33.0
Percent of total child support collections by dollars	51.7	62.4

TENNESSEE

Overview

Tennessee has initiatives in all five of the reporting categories. Many of the programs sponsored by the state are implemented locally.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Tennessee has a public-awareness campaign that is both statewide and community based. It is funded by a combination of public and private funds. The Fathers and Children Together Eliminating (FACE) Domestic Violence program schedules events that highlight, celebrate, and honor responsible fathers and mothers. The state also has a poster campaign entitled How Would I Like My Family To Be. Posters are displayed in local businesses and public libraries. The emphasis is on communicating the real issues fathers face, and at the same time encouraging fathers to provide a safe environment for their children.

Preventing Unwanted or Too-Early Fatherhood

Teen pregnancy initiatives have a male involvement component, with an emphasis on mentoring and modeling risk-free lifestyles one-on-one, one to a family, and in group outreach. Programs also include a peer support component focusing on morals and values.

Enhancing Fathers as Economic Providers

Tennessee sponsors a Parents' Fair Share pilot program in Memphis offering job training and other services to low-income noncustodial fathers.

The state uses Welfare-to-Work funds to provide job training and employment services to noncustodial fathers of children receiving Temporary Assistance to Needy Families.

State has a child support pass-through using the "fill-the-gap" budgeting method, which uses family income from other sources to determine the amount of pass-through.

Strengthening Fathers as Nurturers

The state contracts with the Institute for Responsible Fatherhood to administer a pilot project in Nashville. It relies on workers who move into the target communities with their families to provide peer support to fathers and to convey the sense that they understand the problems fathers face.

Promoting Leadership Capacity

The state has designated staff solely responsible for fatherhood initiatives.

TENNESSEE

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Fathers and Children Together Eliminating (FACE) Domestic Violence program.
- How Would I Like My Family To Be poster campaign.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Teen pregnancy initiatives have a male involvement component.

☑ **Enhancing Fathers as Economic Providers**

- Parents' Fair Share pilot in Memphis.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- Child support pass-through uses fill-the-gap budgeting.

☑ **Strengthening Fathers as Nurturers**

- Institute for Responsible Fatherhood administers a pilot project in Nashville.

☑ **Promoting Leadership Capacity**

- The state has designated staff solely responsible for fatherhood initiatives.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Tennessee
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	28.7
Percent of children living in father-only families	3.9	3.5
As percent of all single-parent families	14.0	10.9
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	63.9
Paternity establishment rate	55.0	n/a
Fathers and Work		
Percent of children whose resident father is not employed	5.1	6.6
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.6
Percent of children whose father is employed part-time	15.7	12.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	13.3
Percent of children whose father had finished high school	31.3	40.8
Percent of children whose father had more than high school	53.5	45.9
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	10.9
Poverty rate of children in two-parent families with father employed full-time	5.1	4.5
Poverty rate of children in single-parent families	45.5	48.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	14.2
Percent of total child support collections by dollars	51.7	n/a

TEXAS

Overview

Texas has the governor's leadership in addressing the issue of responsible fatherhood. State initiatives strongly encourage fathers to assume financial responsibility for their children. The state also assumes joint custody, unless contested, in all divorce cases.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

The first-ever Texas Fatherhood Forum: A Statewide Call to Action was held in October, 1998. The forum preceded the Third Annual Statewide Parent Involvement Conference and supports programs that promote active fathering and reconnect men with their children.

The governor recently unveiled Lone Star Leaders, a new initiative to help youth make the right choices in life. The aim is to raise public awareness of the importance of parenthood in the lives of infants, young children, and adolescents. One component, parental/family connectedness, stresses the importance of family in helping children in their early years.

The governor convened a Right Choices for Youth conference in March, 1999 to explore youth risk-taking and how to promote positive choices, including stronger parent-child connections. One result is a new community seminar called ChangeMakers, produced by the Medical Institute, an Austin-based nonprofit research organization, to help communities and parents equip adolescents with the knowledge, skills, and attitudes necessary to make positive choices.

The governor annually declares Parent Involvement Day to recognize the important role parents play in children's education and development.

Preventing Unwanted or Too-Early Fatherhood

The Texas Department of Human Services campaign on teen pregnancy plans to include fatherhood components. The Criminal Justice Division of the governor's office has an initiative to assist prosecutors in statutory rape cases. The governor continues to relay the message to adult males that having sexual relations with young girls is unacceptable and merits severe penalties.

The office of the attorney general (OAG) has started the Parenthood and Paternity (PAPA) program to inform teens about the legal rights and financial responsibility of parenthood. PAPA targets parents-to-be, particularly boys, and aims to ensure that they are prepared for their weighty responsibilities. The OAG recently updated the PAPA curriculum, which also appears on the attorney general's web site, so that schools can better incorporate it into day-to-day activities and lessons.

Abstinence education is a component of the Lone Star Leaders initiative. The state allocates about $5 million annually to provide youth-oriented abstinence education and demonstration projects. (The state is also planning a statewide media campaign with these funds.)

Enhancing Fathers as Economic Providers*

The Father-Child Connection in San Antonio, started by the attorney general's office, helps unemployed fathers with employment and other services to enable them to pay owed support.

The state revokes state-issued professional, recreational, and driver licenses for those who are more than 90 days late in court-ordered child support payments.

New couples applying for marriage licenses are required to sign an affidavit averring that neither person currently owes back payments for child support.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

Texas has changed its family code in custody cases. The court will presume that the child is best served when both parents equally share legal and financial responsibility, unless one parent can offer counter evidence.

In 1997 Governor Bush signed a new law authorizing courts considering divorce suits to direct the parents of minor children to a court-ordered seminar on issues that confront children to minimize the pain of divorce.

Promoting Leadership Capacity

The Texas Agricultural Extension Service's Fathering Project helps citizens identify the needs of their community regarding fathering, develop curricula tailored to them, train volunteers to deliver services and materials in various counties, develop library materials that support fathering, evaluate the appropriateness of training material, and identify funding.

The Texas Fragile Families Initiative, a multi-stage project funded by the Hogg Foundation to help young men accept their parenting role, convenes state meetings for concerned groups.

---

* The state's new attorney general has pledged to improve the child support system further and to make responsible fatherhood a key priority.

TEXAS

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- A Statewide Call to Action fatherhood forum.
- Lone Star Leaders raise public awareness of the importance of parenthood.
- Governor's Right Choices for Youth conference.
- Annual Parent Involvement Day.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Campaign on teen pregnancy plans to include fatherhood components.
- The Criminal Justice Division of the governor's office has an initiative on statutory rape.
- Parenthood and Paternity (PAPA) program is aimed at teens.
- Lone Star Leaders initiative has abstinence education.

☑ **Enhancing Fathers as Economic Providers**

- Father-Child Connection program.
- State revokes licenses for nonpayment of child support.
- Couples applying for marriage license must certify that they do not owe child support.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

- Joint custody is presumed for divorcing parents unless one parent offers evidence to counter this presumption.
- Courts direct divorcing parents to a seminar on divorcing issues for minor-age children.

☑ **Promoting Leadership Capacity**

- Texas Agricultural Extension Service's Fathering Project identifies community needs regarding fathering.
- Texas Fragile Families Initiative helps young fathers accept their parenting role.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Texas
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	22.4
Percent of children living in father-only families	3.9	3.4
As percent of all single-parent families	14.0	13.1
Percent of children living with unmarried teen mothers	1.1	1.4
Percent of children living in two-parent families	69.0	69.7
Paternity establishment rate	55.0	83.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.2
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	83.7
Percent of children whose father is employed part-time	15.7	16.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	23.6
Percent of children whose father had finished high school	31.3	28.8
Percent of children whose father had more than high school	53.5	47.6
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	15.8
Poverty rate of children in two-parent families with father employed full-time	5.1	10.5
Poverty rate of children in single-parent families	45.5	44.9
Fathers and Child Support		
Percent of total child support collections by case	20.5	20.1
Percent of total child support collections by dollars	51.7	48.5

UTAH

Overview

Utah's fatherhood initiatives focus on building family relations. The state mandates that couples seeking divorce, with or without children, receive mediation services and encourages divorced couples to follow set visitation schedules for their children.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Family Matters, a publication emphasizing the importance of fatherhood, was produced by the Utah Department of Human Services in conjunction with a local supermarket chain and television station. The television station has produced two specials on the subject.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

None reported.

Strengthening Fathers as Nurturers

Since 1995, all couples requesting a divorce in the state of Utah are required to receive mediation, whether or not they have children.

The state suspends the driver licenses of custodial parents (usually mothers) who do not allow the noncustodial parent to follow the visitation schedule established by the court.

Utah has established a commission on marriage to study how to encourage and sustain the institution of marriage. It has not been determined how the commission will handle the issue of fatherhood.

Promoting Leadership Capacity

None reported.

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Family Matters publication emphasizes the importance of fatherhood.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☐ **Enhancing Fathers as Economic Providers**

None reported.

☑ **Strengthening Fathers as Nurturers**

- Couples requesting a divorce are required to receive mediation.
- State suspends the driver licenses of custodial parents who do not allow the noncustodial parent to follow the established visitation schedule.
- Commission on marriage is planned.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Utah
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	13.3
Percent of children living in father-only families	3.9	2.6
As percent of all single-parent families	14.0	16.4
Percent of children living with unmarried teen mothers	1.1	0.2
Percent of children living in two-parent families	69.0	83.1
Paternity establishment rate	55.0	68.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	1.8
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.1
Percent of children whose father is employed part-time	15.7	13.9
Fathers and Education		
Percent of children whose father did not finish high school	15.2	7.4
Percent of children whose father had finished high school	31.3	23.7
Percent of children whose father had more than high school	53.5	68.9
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	7.6
Poverty rate of children in two-parent families with father employed full-time	5.1	4.7
Poverty rate of children in single-parent families	45.5	35.3
Fathers and Child Support		
Percent of total child support collections by case	20.5	21.0
Percent of total child support collections by dollars	51.7	47.5

VERMONT

Overview

Vermont has multiple programs and policies that promote responsible fatherhood. The state works with local agencies to provide some of the programs. The state has continued some policies relating to responsible fatherhood that were started as welfare demonstrations under the new federal welfare law.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

Vermont funds pregnancy prevention programs targeting teen boys to teach them the realities of parenthood. One such program is DOLLS, which requires boys and girls to carry baby dolls for a week to get an idea of the responsibilities involved in caring for a child.

The health department offers access to state and federally funded family planning services to men at local centers.

Enhancing Fathers as Economic Providers

The state has an in-hospital paternity establishment effort sponsored by the Office of Child Support.

The state allows noncustodial fathers who qualify to participate in the Welfare-to-Work program.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

The state has its own earned income tax credit for eligible low-income families.

Strengthening Fathers as Nurturers

Vermont's welfare program, Reach Up, provides individualized case management services and other supports for fathers to help them become more involved with their children financially and emotionally.

The state Department of Corrections provides playgroups for incarcerated men and their children. The playgroups were established to provide quality time for fathers and their children and to encourage fathers to build better relationships with their children's caretakers.

The state provides parent education to fathers through father-child playgroups that provide comprehensive services to both custodial and noncustodial fathers. Services include personalized attention, parent education, job training, counseling, and group work, in addition to child development and parenting education.

The state provides counseling to help divorcing couples understand the impact of divorce on children.

Promoting Leadership Capacity

None reported.

VERMONT

Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Pregnancy prevention programs target teen boys to teach them the realities of parenthood.
- Health department offers men access to family planning services.

☑ **Enhancing Fathers as Economic Providers**

- State has in-hospital paternity establishment program.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work program.
- Child support pass-through is $50.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers**

- Reach Up welfare program has individualized services and supports for fathers.
- Department of Corrections provides playgroups for incarcerated men and their children.
- Father-child playgroups for custodial and noncustodial fathers provide parent education.
- Counseling is available to help divorcing couples understand the impact of divorce on children.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Vermont
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	17.4
Percent of children living in father-only families	3.9	4.7
As percent of all single-parent families	14.0	21.4
Percent of children living with unmarried teen mothers	1.1	0.2
Percent of children living in two-parent families	69.0	76.9
Paternity establishment rate	55.0	82.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	3.7
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	81.7
Percent of children whose father is employed part-time	15.7	18.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.2
Percent of children whose father had finished high school	31.3	37.3
Percent of children whose father had more than high school	53.5	56.5
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	5.0
Poverty rate of children in two-parent families with father employed full-time	5.1	2.3
Poverty rate of children in single-parent families	45.5	42.1
Fathers and Child Support		
Percent of total child support collections by case	20.5	41.7
Percent of total child support collections by dollars	51.7	61.3

VIRGINIA

Overview

The governor's Commission on Citizen Empowerment has initiated the Virginia Fatherhood Campaign, which aims to involve fathers with their children and families, keep fathers involved even after separation or divorce, and improve the fathering skills of all fathers. The campaign involves the media, forums, and mini-grants.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Phase 1 of the commission's recommendations concerning ways to encourage personal responsibility and reduce dependency was a media campaign, with different public service announcements running throughout the summer of 1996 to increase public awareness on the issue of responsible fatherhood. The governor kicked off the campaign with a May 31, 1996 press conference. Phase 2 constituted a series of four fatherhood forums in different communities. In fiscal year 1997, an additional $200,000 was allocated to complete Phase 3 and to follow up on the media campaign and forum activities. The National Fatherhood Initiative has been retained to undertake the media campaign and to provide information and referral services to Virginia through their resource center. Brochures are available on the entire campaign.

The media campaign, sponsored by the Virginia Fatherhood Campaign, was evaluated by the Center for Survey Research at the University of Virginia. The center determined that public knowledge, attitude, and behavior toward fatherhood and father involvement changed positively and significantly because of the campaign, which reaches 37 percent of Virginia's adult population.

Virginia held a statewide fatherhood conference to reach the military population.

The Virginia Fatherhood Campaign has also developed more culturally sensitive materials based on feedback from fathers in focus groups across the state.

Preventing Unwanted or Too-Early Fatherhood

A partnership with the Department of Juvenile Justice provides training of the juvenile justice staff on the importance of fatherhood. The Department of Juvenile Justice recently was awarded a grant to work with incarcerated juvenile fathers to teach them the importance of responsible fathering.

Enhancing Fathers as Economic Providers

Job training is available to low-income, noncustodial fathers.

The state will give some of the child support funds collected on their behalf to children receiving welfare. The pass-through is $50.

Strengthening Fathers as Nurturers

The state distributes brochures promoting a father-friendly community and workplace.

Promoting Leadership Capacity

The Governor's Commission on Citizen Empowerment has recommended that $100,000 be used for mini-grants to encourage the formulation of specific, positive fatherhood and parenting ideas. So far, 24 seed grants, ranging from $3,000 to $7,500, have been distributed to local programs encouraging responsible fatherhood.

The Virginia Fatherhood Campaign provides funding and financial support for various types of fatherhood programs, including those targeting incarcerated fathers and teen fathers; unwanted fatherhood prevention programs; and others. A total of $500,000 has been allocated to fund fatherhood programs statewide. Grants range from $3,000 to $25,000. The campaign recently decided to fund coalitions of programs rather than single programs in order to promote collaboration around the fatherhood movement.

The director of the Virginia Fatherhood Campaign is the state's designated staff solely responsible for fatherhood initiatives.

VIRGINIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- The National Fatherhood Initiative has been retained to undertake phase three of a fatherhood media campaign.
- The Virginia Fatherhood Campaign's media campaign was evaluated by the Center for Survey Research, University of Virginia.
- Statewide fatherhood conference was aimed at the military population.
- Virginia Fatherhood Campaign developed culturally sensitive materials for fathers.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Department of Juvenile Justice trains the juvenile justice staff on the importance of fatherhood.

☑ **Enhancing Fathers as Economic Providers**

- Job training is available to low-income, noncustodial fathers.
- Child support pass-through is $50.

☑ **Strengthening Fathers as Nurturers**

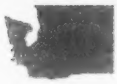
- State distributes brochures promoting a father-friendly community and workplace.

☑ **Promoting Leadership Capacity**

- Governor's Commission on Citizen Empowerment provides seed grants to encourage positive fatherhood and parenting ideas.
- The Virginia Fatherhood Campaign.
- The state has designated staff solely responsible for fatherhood initiatives.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Virginia
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.1
Percent of children living in father-only families	3.9	3.7
As percent of all single-parent families	14.0	15.1
Percent of children living with unmarried teen mothers	1.1	0.8
Percent of children living in two-parent families	69.0	71.9
Paternity establishment rate	55.0	53.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.1
Percent of children whose father is employed part-time	15.7	12.9
Fathers and Education		
Percent of children whose father did not finish high school	15.2	14.8
Percent of children whose father had finished high school	31.3	28.0
Percent of children whose father had more than high school	53.5	57.3
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	9.2
Poverty rate of children in two-parent families with father employed full-time	5.1	3.7
Poverty rate of children in single-parent families	45.5	31.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	23.0
Percent of total child support collections by dollars	51.7	50.0



WASHINGTON

Overview

Washington has several programs that enhance fathers as economic providers, including suspending driver licenses, providing employment assistance, and community-based programs to help noncustodial fathers pay support.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

Devoted Dads is a peer education and career development program that increases public awareness about the importance of fathers and the need for responsible fatherhood.

The state division of child support works with the Seattle Seahawks football team to promote responsible fatherhood.

The state is planning a Conference on Connecting Fathers, Families, and Communities for the summer of 1999.

Preventing Unwanted or Too-Early Fatherhood

None reported.

Enhancing Fathers as Economic Providers

Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.

Support Has a Rewarding Effect (SHARE) assists unemployed or underemployed parents to secure and retain employment. SHARE serves noncustodial fathers of children receiving welfare. Parents' eligibility is similar to that of the Welfare-to-Work program (i.e., custodial parent is a long-term welfare recipient with certain barriers to employment, including lack of basic skills, lack of a high school diploma, or the presence of a substance abuse problem).

Alternative to Court Enforcement (ACE) secures regular child support payments for custodial parents by facilitating the noncustodial parent's entry into regular employment.

Washington suspends the driver and professional licenses of noncustodial parents who do not pay child support.

Strengthening Fathers as Nurturers

The Thurston/Mason Parenting Access Project is intended to assist separated, divorced, and never-married parents in resolving disagreements over parenting time. This program serves parents in Thurston, Mason, and Spokane counties.

Creative Alternatives to Parenting (CAP) educates noncustodial parents about the real harm, both emotional and financial, caused by their failure to provide support or to be involved with their children.

The Parenting Enrichment Program (PEP) project is intended to assist unmarried parents obtain a parenting plan filed with the superior court. The service is available in Spokane County to mothers and to fathers who have voluntarily signed a paternity affidavit.

Promoting Leadership Capacity

None reported.

WASHINGTON

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Devoted Dads program.
- State works with sports team to sponsor fatherhood media campaign.
- Conference on Connecting Fathers, Families, and Communities is planned.

☐ **Preventing Unwanted or Too-Early Fatherhood**

None reported.

☑ **Enhancing Fathers as Economic Providers**

- Noncustodial parents who qualify are eligible for state's Welfare-to-Work project.
- Support Has a Rewarding Effect (SHARE).
- Alternative to Court Enforcement (ACE).
- State suspends the driver and professional licenses of those who do not pay child support.

☑ **Strengthening Fathers as Nurturers**

- Creative Alternatives to Parenting (CAP).
- Thurston/Mason Parenting Access Project.
- The Parenting Enrichment Program (PEP) project.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Washington
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	23.8
Percent of children living in father-only families	3.9	5.2
As percent of all single-parent families	14.0	17.9
Percent of children living with unmarried teen mothers	1.1	0.6
Percent of children living in two-parent families	69.0	70.1
Paternity establishment rate	55.0	82.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	4.4
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	83.4
Percent of children whose father is employed part-time	15.7	16.6
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.9
Percent of children whose father had finished high school	31.3	30.8
Percent of children whose father had more than high school	53.5	62.2
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	6.8
Poverty rate of children in two-parent families with father employed full-time	5.1	2.1
Poverty rate of children in single-parent families	45.5	35.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	33.7
Percent of total child support collections by dollars	51.7	51.1

WEST VIRGINIA*

Overview

West Virginia has developed a public awareness effort, the Parenthood and You (PAY) campaign, aimed at reaching middle and high school students. In addition, steps have been taken to develop a program approach to building peer support for noncustodial fathers interested in better relationships with their children.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

West Virginia reports two strategies to promote public awareness: the PAY campaign targeting middle and high school students, and a four-part television series focusing on the realities of single parenthood (including divorced and unwed parents). The series addresses not only the unique challenges of single parenthood but also what helps parents to provide the love, discipline, emotional support, and direction their children need, regardless of whether the father is in the home.

Preventing Unwanted or Too-Early Fatherhood

The Child Support Enforcement Division (CSED) has developed a campaign incorporating the PAY curriculum to inform middle and high school students about the legal and financial ramifications of parenthood. Discussions are led by staff from CSED and include information about welfare reform, as well as facts and figures about too-early parenthood. Each session begins with a video entitled What Kind of Parent Will You Be? Think About It. The goal is to help students make wiser choices.

Enhancing Fathers as Economic Providers

West Virginia revokes the driver and professional licenses of fathers who do not pay child support.

Strengthening Fathers as Nurturers

CSED has developed a collaborative project with the YMCA targeting noncustodial parents to help them build better relationships with their children. Support groups help parents by improving their parenting skills as well as connecting them with necessary resources in the community.

Promoting Leadership Capacity

None reported.

---

* State did not respond to NCCP requests for updates. Information presented is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

WEST VIRGINIA

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Parenthood and You—targets adolescents and teens.
- TV series on single parenthood.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Parenthood and You middle school curriculum.

☑ **Enhancing Fathers as Economic Providers**

- State has license revocation program.

☑ **Strengthening Fathers as Nurturers**

- State is developing support groups for parents with local YMCAs.

☐ **Promoting Leadership Capacity**

None reported.

* State did not respond to NCCP requests for updates. Information is from the 1997 edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood.*

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	West Virginia
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	23.8
Percent of children living in father-only families	3.9	3.7
As percent of all single-parent families	14.0	13.6
Percent of children living with unmarried teen mothers	1.1	0.5
Percent of children living in two-parent families	69.0	70.7
Paternity establishment rate	55.0	62.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	12.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	73.6
Percent of children whose father is employed part-time	15.7	26.4
Fathers and Education		
Percent of children whose father did not finish high school	15.2	18.8
Percent of children whose father had finished high school	31.3	44.5
Percent of children whose father had more than high school	53.5	36.7
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	16.8
Poverty rate of children in two-parent families with father employed full-time	5.1	4.9
Poverty rate of children in single-parent families	45.5	53.6
Fathers and Child Support		
Percent of total child support collections by case	20.5	22.8
Percent of total child support collections by dollars	51.7	53.2

WISCONSIN

Overview

Wisconsin is the only state that passes to the families all child support collected on behalf of families receiving Temporary Assistance to Needy Families. The state has a host of programs and initiatives that encourage fathers to be economic providers as well as nurturers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

A public-awareness campaign has been designed to help fathers and mothers understand the important role parents play in their children's lives.

A fatherhood summit, held in spring 1999, gathered 250 national experts in fatherhood research to discuss reducing fatherlessness in Wisconsin. Afternoon breakout sessions enabled attendees to design campaigns for their home communities. A packet of resources was available to communities for local program development.

Preventing Unwanted or Too-Early Fatherhood

As part of the Wisconsin Plan to Prevent Adolescent Pregnancy—Brighter Futures, the Wisconsin Department of Health and Family Services (DHFS) is working with the Wisconsin Manufacturers and Commerce Association and local chambers of commerce to promote positive youth development and family-friendly workplaces. The five pillars of Brighter Futures are family-centered programs, state and community leadership, health promotion and resiliency approach, outreach and needs assessment, and cultural competence.

Enhancing Fathers as Economic Providers

The Children First program, originally included in Governor Thompson's Welfare Reform Act of 1997, was enacted in 1998. The goal is to encourage and enable noncustodial parents to meet their child support obligations by offering work experience, on-the-job training services, and case management. The program is funded through state and federal dollars and operates in 42 communities and with one native American tribe.

Wisconsin participates in Welfare-to-Work programs for noncustodial parents who qualify. A separate such project has been designed in Milwaukee for incarcerated parents. Services include teaching parenting skills that promote responsible fathering and consistent child support payments.

Wisconsin is the only state with a federal waiver allowing the state to pass-through to families all of the child support collected behalf of children receiving welfare.

Wisconsin has its own earned income tax credit for low-income families.

Strengthening Fathers as Nurturers*

Wisconsin receives federal Office of Child Support Enforcement (OCSE) funds for a demonstration project in Racine County. Started in 1998 as a collaborative effort of the Department of Workforce Development, Bureau of Child Support; the Racine County Child Support Department; and Goodwill Industries of Southeastern Wisconsin. The goals are to work with unwed parents to increase fathers' involvement with their children and paternity acknowledgement, develop joint parenting agreements, and encourage parental cooperation with child support enforcement. Employment training and other related services are also available.

The Children's Trust Fund of Wisconsin developed the curriculum Positive Parenting Tips for Fathers. Parenting classes are offered at 17 resource centers throughout the state at no charge.

DHFS uses access and visitation grants to provide services to noncustodial parents of children receiving welfare. Several innovative approaches to support fathers have been piloted, including parenting programs for fathers who have never been married to the mothers of their children and who are seeking visitation rights.

DHFS also provides technical assistance to local law enforcement agencies to promote positive parenting among the jail population. The Children's Trust Fund is participating with the Department of Veteran Affairs and various correction facilities to provide fatherhood programs to these populations.

Promoting Leadership Capacity

A total of $150,000 is proposed for the next budget to develop local fatherhood programs throughout Wisconsin.

DHFS provides funds for public and private agencies and service providers to conduct evaluations of their services to noncustodial parents or to determine whether services can be redirected to include fathers. DHFS will consult with national and local entities to develop an easy-to-use self-assessment tool for interested public and private agencies.

---

* In addition to strategies listed above, an executive order was issued in December 1998 for all departments of state government to examine their programs and policies to see what could be done to make them more father-friendly and father-inclusive.

WISCONSIN

Summary of State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**

- Public awareness campaign describes parents' role in their children's lives.
- A fatherhood summit was held spring 1999.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- Wisconsin Plan to Prevent Adolescent Pregnancy—Brighter Futures.

☑ **Enhancing Fathers as Economic Providers**

- The Children First program.
- Noncustodial parents who qualify are eligible for the state's Welfare-to-Work project.
- Milwaukee has a separate Welfare-to-Work project designed for incarcerated parents.
- Wisconsin is the only state to pass-through all collected child support to families receiving TANF.
- State earned income tax credit.

☑ **Strengthening Fathers as Nurturers***

- Racine County demonstration project funded by federal Office of Child Support Enforcement.
- Children's Trust Fund developed Positive Parenting Tips for Fathers curriculum.
- State plans access and visitation programs.
- State piloting innovative approaches, including programs for never-married fathers seeking visitation.
- Department of Health and Family Services (DHFS) provides technical assistance to local law enforcement agencies to promote positive parenting among the jail population.

☑ **Promoting Leadership Capacity**

- DHFS provides funds for evaluations of services to noncustodial parents.

* An executive order directs all state government units to make their programs and policies father-friendly.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Wisconsin
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	21.0
Percent of children living in father-only families	3.9	2.8
As percent of all single-parent families	14.0	11.8
Percent of children living with unmarried teen mothers	1.1	1.6
Percent of children living in two-parent families	69.0	74.5
Paternity establishment rate	55.0	76.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	87.7
Percent of children whose father is employed part-time	15.7	12.3
Fathers and Education		
Percent of children whose father did not finish high school	15.2	5.8
Percent of children whose father had finished high school	31.3	35.7
Percent of children whose father had more than high school	53.5	58.5
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	5.3
Poverty rate of children in two-parent families with father employed full-time	5.1	3.3
Poverty rate of children in single-parent families	45.5	42.0
Fathers and Child Support		
Percent of total child support collections by case	20.5	27.0
Percent of total child support collections by dollars	51.7	52.8

WYOMING

Overview

Wyoming is planning several initiatives that are aimed at reducing the number of unintended pregnancies and at helping young fathers to be responsible fathers.

State Strategies to Encourage Responsible Fatherhood

Promoting Public Awareness About Responsible Fatherhood

None reported.

Preventing Unwanted or Too-Early Fatherhood

The Young Fathers Initiative is in the planning stage. This project is funded by Title X (Family Planning) and will begin with research derived from focus groups. Based on the findings, education and mentoring groups for young fathers will be formed.

An initiative is underway to conduct research on male involvement in family planning using Title X money. The initiative is designed to support responsible fatherhood by reducing unintended pregnancies.

A task force on unintended pregnancies will be piloted in four sites in 1999.

The Healthy Infant Capable Adolescent program is sponsored by a Children's Trust Fund grant and helps adolescent parents to better care for infants and prevent unintended pregnancies.

Enhancing Fathers as Economic Providers

Wyoming revokes the professional and driver licenses of noncustodial parents who do not pay child support.

The state provides training through the Job Opportunities and Basic Skills Training Program (JOBS) to low-income men to help them become employable.

Wyoming has special paternity establishment strategies.

Strengthening Fathers as Nurturers

The state encourages fatherhood-promoting work policies.

Promoting Leadership Capacity

None reported.

WYOMING

Summary of State Strategies to Encourage Responsible Fatherhood

☐ **Promoting Public Awareness About Responsible Fatherhood**

None reported.

☑ **Preventing Unwanted or Too-Early Fatherhood**

- The Young Fathers Initiative is planned.
- An initiative is underway to conduct research on male involvement in family planning.
- A task force on unintended pregnancies will be piloted in four sites.
- The Healthy Infant Capable Adolescent program.

☑ **Enhancing Fathers as Economic Providers**

- State revokes the professional and driver licenses of those who do not pay child support.
- Training is provided to low-income men through the JOBS program.
- State has special paternity establishment strategies.

☑ **Strengthening Fathers as Nurturers**

- The state encourages fatherhood-promoting work policies.

☐ **Promoting Leadership Capacity**

None reported.

State Indicators of Fatherhood and Child Well-Being

	U.S.A.	Wyoming
Fathers, Families, and Marriage		
Percent of children living in mother-only families	23.9	16.8
Percent of children living in father-only families	3.9	5.3
As percent of all single-parent families	14.0	23.9
Percent of children living with unmarried teen mothers	1.1	1.5
Percent of children living in two-parent families	69.0	76.6
Paternity establishment rate	55.0	18.0
Fathers and Work		
Percent of children whose resident father is not employed	5.1	2.1
Among children with employed fathers:		
Percent of children whose father is employed full-time	84.3	86.3
Percent of children whose father is employed part-time	15.7	13.7
Fathers and Education		
Percent of children whose father did not finish high school	15.2	6.5
Percent of children whose father had finished high school	31.3	38.1
Percent of children whose father had more than high school	53.5	55.3
Fathers and Poverty		
Poverty rate of children in two-parent families	10.2	8.1
Poverty rate of children in two-parent families with father employed full-time	5.1	4.8
Poverty rate of children in single-parent families	45.5	40.8
Fathers and Child Support		
Percent of total child support collections by case	20.5	14.1
Percent of total child support collections by dollars	51.7	41.0

APPENDIX A

STATE FATHERHOOD POLICY CHECKLIST/QUESTIONNAIRE

(Please attach supporting documentation)

State: _____

Contact Name: _____ Title: _____

Address: _____

Phone #: _____ - _____ - _____ Fax #: _____ - _____ - _____

E-mail: _____

1. **Have there been any changes in the state summary since *Map and Track Fatherhood*?** [ ] Yes [ ] No (profile remains the same)
   (If no please skip to question 2. If yes to the question above answer the following:)

1a. **Have any new programs, initiatives, or policies <u>been developed</u> in your state since *Map and Track Fatherhood*?** [ ] Yes [ ] No
   (If yes, please use the chart on page 3 to elaborate on all new and continued programs, initiatives, and policies.)

1b. **Have any programs, initiatives, or policies that were reported in *Map and Track Fatherhood* <u>been discontinued</u>?** [ ] Yes [ ] No
   (Please specify which ones.)

2. **Does the state keep track of how much it spends on fatherhood promoting initiatives? If yes, how much was spent in the current fiscal year?** [ ] Yes $ ____.____ [ ] No [ ] Don't know

3. **Is the state evaluating the impact of programs, initiatives, or policies affecting fathers***? (particularly those regarding welfare reform, i.e., license revocation and other child support collection enhancement changes, the effectiveness of marriage incentive programs, etc.)* **If yes, please indicate which programs, initiatives, and policies are being evaluated. If possible, please send a copy of the report highlights and the findings or the name of the evaluator.**

4. **Is the state sponsoring any programs, initiatives, or policies targeting particular groups of fathers** (e.g., single custodial fathers, fathers in abusive homes, incarcerated fathers, noncustodial fathers of children on welfare, etc.)? **Explain.**

5. **Are there any local programs or initiatives that are not sponsored by the state that you feel we should consider highlighting in *Map and Track Fatherhood*? Give the name, a brief description, and a contact person of the initiative(s) or program(s).**

6. **Are there any other persons in the state that we should be sure to contact regarding fatherhood initiatives? If yes, please give their names and phone numbers.**

7. **Is there any information you would especially like to see in *Map and Track Fatherhood*? Please comment.**

8. **Please use the chart below to describe the new and continued programs, initiatives, and policies.**
(Where applicable, use the codes given to help in describing the program, initiative, or policy. Attach additional sheets or make photocopies of this form if necessary.)

Name of program or initiative *(include information on a contact person)*	**Please indicate the focus/foci of program, policy, or initiative** *pa = public awareness* *lc = building community leadership capacity* *uf = preventing unwanted fatherhood* *fn = promoting fathers as nurturers* *er = promoting economic responsibility* *cb = non-state community based initiative* *o = other (explain)*	**Please indicate how the program or initiative is funded** *sf = state funded* *pf = private funding by a foundation or individual* *ff = federally funded by Welfare-to-Work funds, Title IV-D waiver, SSBG, or TANF, etc* *pp = public/private partnership* *o = other (explain)*	**Please indicate what stage of development the program, initiative, or policy is in** *ps = planning stage* *pi = pilot stage* *fi = full implementation stage* *o = other (explain)*	**Please give the purpose of the program, initiative, or policy and describe the population served.** *(for community or private sponsored programs, please explain the state's involvement in the program)*

192

193

APPENDIX A

STATE FATHERHOOD TANF POLICY CHECKLIST/QUESTIONNAIRE

(Please attach supporting documentation)

State: _____

Contact Name: _____ Title: _____

Address: _____

Phone #: _____ - _____ - _____ Fax #: _____ - _____ - _____

E-mail: _____

1. **Does your state have a program funded by Welfare-to-Work funds through the Balanced Budget Act of 1997?** [ ] Yes [ ] No

2. **Does the program provide services to noncustodial fathers of children receiving Temporary Assistance for Needy Families (TANF)?** [ ] Yes [ ] No
   If yes, please describe the types of services provided by the program.
   (Use additional sheets if necessary)

Are there any other programs for fathers funded by TANF funds? [ ] Yes [ ] No
If yes please describe and give a contact person.
(Use additional sheets if necessary)

APPENDIX B

STATE-BY STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

Table 1: Level of state activity to promote responsible fatherhood

State	Promote public awareness	Prevent unwanted or too-early fatherhood	Enhance fathers as economic providers	Strengthen fathers as nurturers	Promote leadership capacity
Alabama	3	1(p)	2 3	N	N
Alaska	NR	NR	NR	NR	NR
Arizona	2(p)	2	1 2 5	1(p)	2
Arkansas	3	N	1 3 5	3 5	N
California	3	2 5 6	1(D) 5(D) Pth	4 5	N
Colorado	1 2 4	2	5	2 3	4
Connecticut	1 3 5	N	1 4 5 Pth	1(D) 5	N
Delaware	N	5	1 3(M) Pth	3	N
District of Columbia	5	N	1 5	N	N
Florida	3 6	5	1	5	2 3
Georgia	3(D)	2	1 Pth EITC	1 5	3 5
Hawaii	NR	NR	NR	NR	NR
Idaho	NR	NR	NR	NR	NR
Illinois	3	2(D)	1 2(M) 3 5 Pth	1 3 5(M)	N
Indiana	2 3	3	1	3	1 3
Iowa	3	1(D)	1 EITC	2	2
Kansas	NR	NR	NR	NR	NR
Kentucky	3(M) 4	1(M) 2(D) 4	1(p) 2 3 4	1	3
Louisiana	2 4	1 2 5	N	1	N
Maine	2 3	1	1(M) 2 3 Pth	1(p)	5(p)
Maryland	1 5	1	1(M*) 2 3 5(D) EITC	1(p) 3	1 4
Massachusetts	3 4	4(D) 5	1(M*) 2 5(D) Pth EITC	N	2 4
Michigan	2 3 4	1 6	3 Pth	2(M)	2(M) 4(D)
Minnesota	N	1 4	1(M*) 4(D) EITC	N	3 5(M)
Mississippi	1 3 5	3 6	2 3(M)	1 5	N
Missouri	1(p) 5	6(D)	1(D) 2 3 4(p)	2 5(M*)	4(p)
Montana	N	1	1 2 3	2 5	N
Nebraska	3 5(p)	2(M*)	1 2	1	N
Nevada	5	2 3 4 6(M)	1 2 3 4 Pth	1 5	4
New Hampshire	NR	NR	NR	NR	NR
New Jersey	5(M)	1 2	2 5 Pth	5(p)	3
New Mexico	NR	NR	NR	NR	NR
New York	3(M) 4	2(D)	1 3(M) 5(D) Pth EITC	1	N
North Carolina	1(M*) 2	2 3	2(M*) 5	N	2
North Dakota	N	N	2 3	N	N
Ohio	1 3(p)	N	1(D) 5	1(D) 5	N
Oklahoma	3(M)	3 6	1(M*) 3	2(D) 3 5(M)	N
Oregon	3	1 3(D) 5	1(D) 4 EITC	1(D) 5(D)	6
Pennsylvania	4	2(M) 3 4	1(M) 5 Pth	1(p)	N
Puerto Rico	5(M)	N	3	N	N
Rhode Island	2	2(M*) 6(M)	1 2 3 Pth EITC	N	4
South Carolina	2	3	1 3	5(M*)	N
South Dakota	N	5	1 3	N	N
Tennessee	3 5	4	1(M*) Pth	5(D)	1
Texas	1(M) 5(M)	1 3 4 5	1(D) 3(M) Pth	2(M)	4(M)
Utah	4	N	N	2 5(M*)	N
Vermont	N	2 6	1 2 Pth EITC	2 3 5(M)	N
Virginia	1 3 4 5	6	1 Pth	4	1 2 3
Washington	1(p) 2 5	N	1(M) 3	1 2(D) 5	N
West Virginia	NR	NR	NR	NR	NR
Wisconsin	1 3	6	1(M) Pth EITC	1(M*) 3 4	3
Wyoming	N	4(p) 6(M*)	1 2 3	4	N

KEY:

N = No program reported in this category
NR = State did not respond to the 1999 NCCP fatherhood survey
(p) = Planned initiative
(D) = Demonstration or piloted initiative
(M) = State reports implementing more than one initiative in this subcategory
(M*) = State is implementing more than one initiative, at least one of which is planned or is being piloted

Promote public awareness
1 = Conferences/summits/forums
2 = Sports teams
3 = PSA/posters/radio/TV
4 = Special publications
5 = Other

Prevent unwanted or too-early fatherhood
1 = School linked/curriculum
2 = Community-based programs
3 = Abstinence education
4 = Specialized direct service program using case management, mentoring, or peer support
5 = Statutory rape
6 = Other

Enhance fathers as economic providers
1 = Employment and training (e.g., WtW programs)
2 = Improved paternity establishment
3 = Improved child support enforcement methods
4 = Training service staff on CSE procedures
5 = Other
Pth = State continues the child support pass-through to families receiving welfare
EITC = State has its own earned income tax credit for working poor families

Strengthen fathers as nurturers
1 = Access and visitation
2 = Divorce/conflict mediation or counseling
3 = Focus on incarcerated fathers
4 = Promoting father-friendly work policy
5 = Other

Promote leadership capacity
1 = Designated individual
2 = Coordinating or advisory council
3 = Mini grants
4 = Community mobilization
5 = Tracks of fatherhood spending
6 = Other

APPENDIX B

STATE-BY STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

Table 2: State programs by Map and Track categories

Level of reported state activity to promote public awareness (38 states)			
Conferences/summits/forums (11)	Colorado	Missouri	Virginia
	Connecticut	North Carolina	Washington
	Maryland	Ohio	Wisconsin
	Mississippi	Texas	
Sports teams (10)	Arizona	Maine	South Carolina
	Colorado	Michigan	Washington
	Indiana	North Carolina	
	Louisiana	Rhode Island	
PSA/posters/radio/tv (22)	Alabama	Iowa	Ohio
	Arkansas	Kentucky	Oklahoma
	California	Maine	Oregon
	Connecticut	Massachusetts	Tennessee
	Florida	Michigan	Virginia
	Georgia	Mississippi	Wisconsin
	Illinois	Nebraska	
	Indiana	New York	
Special publications (9)	Colorado	Massachusetts	Pennsylvania
	Kentucky	Michigan	Utah
	Louisiana	New York	Virginia
Other (11)	Connecticut	Missouri	Puerto Rico
	District of Columbia	Nebraska	Texas
	Maryland	Nevada	Virginia
	Mississippi	New Jersey	
Level of reported state activity to prevent unwanted or too-early fatherhood (37 states)			
School linked/curriculum (12)	Alabama	Maine	Montana
	Iowa	Maryland	New Jersey
	Kentucky	Michigan	Oregon
	Louisiana	Minnesota	Texas
Community-based programs (15)	Arizona	Kentucky	New York
	California	Louisiana	North Carolina
	Colorado	Nebraska	Pennsylvania
	Georgia	Nevada	Rhode Island
	Illinois	New Jersey	Vermont
Abstinence education (9)	Indiana	North Carolina	Pennsylvania
	Mississippi	Oklahoma	South Carolina
	Nevada	Oregon	Texas
Specialized direct service program using case management, mentoring, or peer education (8)	Kentucky	Nevada	Texas
	Massachusetts	Pennsylvania	Wyoming
	Minnesota	Tennessee	
Statutory rape (8)	California	Louisiana	South Dakota
	Delaware	Massachusetts	Texas
	Florida	Oregon	
Other (10)	California*	Oklahoma	Wisconsin
	Michigan	Rhode Island	Wyoming
	Missouri*	Vermont	
	Nevada	Virginia*	

* Working with incarcerated youth

APPENDIX B

STATE-BY STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

Table 2: State programs by Map and Track categories

Level of reported state activity to enhance fathers as economic providers (43 states)

Employment and training (e.g., WtW) (35)	Arizona	Maine	Pennsylvania
	Arkansas	Maryland	Rhode Island
	California	Massachusetts	South Carolina
	Connecticut	Minnesota	South Dakota
	Delaware	Missouri	Tennessee
	District of Columbia	Montana	Texas
	Florida	Nebraska	Vermont
	Georgia	Nevada	Virginia
	Illinois	New York	Washington
	Indiana	Ohio	Wisconsin
	Iowa	Oklahoma	Wyoming
	Kentucky	Oregon	
Improved paternity establishment (18)	Alabama	Massachusetts	New Jersey
	Arizona	Mississippi	North Carolina
	Illinois	Missouri	North Dakota
	Kentucky	Montana	Rhode Island
	Maine	Nebraska	Vermont
	Maryland	Nevada	Wyoming
Improved child support enforcement methods (22)	Alabama	Mississippi	Rhode Island
	Arkansas	Missouri	South Carolina
	Delaware	Montana	South Dakota
	Illinois	Nevada	Texas
	Kentucky	New York	Washington
	Maine	North Dakota	Wyoming
	Maryland	Oklahoma	
	Michigan	Puerto Rico	
Training service staff on CSE procedures (6)	Connecticut	Minnesota	Nevada
	Kentucky	Missouri	Oregon
Other (14)	Arizona	District of Columbia	New York
	Arkansas	Illinois	North Carolina
	California	Maryland	Ohio
	Colorado	Massachusetts	Pennsylvania
	Connecticut	New Jersey	
State returns some or all of child support collected on their behalf to families receiving welfare (19)*	California	Michigan	Texas
	Connecticut	Nevada	Vermont
	Delaware	New Jersey	Virginia
	Georgia	New York	Wisconsin
	Illinois	Pennsylvania	Wyoming
	Maine	Rhode Island	
	Massachusetts	Tennessee	
State has an earned income tax credit for working poor families** (10)	Georgia	Minnesota	Vermont
	Iowa	New York	Wisconsin
	Maryland	Oregon	
	Massachusetts	Rhode Island	

* Two states that have elected to continue to pass some of the child support collected on behalf of families receiving TANF to the family as a child support pass-through did not reply to NCCP's surveys, including: Alaska and Kansas.

** New Mexico and Kansas also have a state EITC but did not respond to the 1999 NCCP survey.

APPENDIX B

STATE-BY STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

Table 2: State programs by Map and Track categories

Level of reported state activity to promote fathers as nurturers (36 states)			
Access and visitation (17)	Arizona	Maine	Ohio
	Connecticut	Maryland	Oregon
	Georgia	Mississippi	Pennsylvania
	Illinois	Nebraska	Washington
	Kentucky	Nevada	Wisconsin
	Louisiana	New York	
Divorce/conflict mediation or counseling (10)	Colorado	Montana	Vermont
	Iowa	Oklahoma	Washington
	Michigan	Texas	
	Missouri	Utah	
Focus on incarcerated fathers (9)	Arkansas	Illinois	Oklahoma
	Colorado	Indiana	Vermont
	Delaware	Maryland	Wisconsin
Promoting father-friendly work policy (4)	California	Wisconsin	
	Virginia	Wyoming	
Other (19)	Arkansas	Missouri	South Carolina
	California	Montana	Tennessee
	Connecticut	Nevada	Utah
	Florida	New Jersey	Vermont
	Georgia	Ohio	Washington
	Illinois	Oklahoma	
	Mississippi	Oregon	
Level of reported state activity to build leadership capacity (22 states)*			
Designated individual (4)	Indiana	Tennessee	
	Maryland	Virginia	
Coordinating or advisory council (8)	Arizona	Massachusetts	North Carolina
	Florida	Michigan	Virginia
	Iowa	Nevada	
Mini-grants (8)	Florida**	Kentucky	Virginia
	Georgia	Minnesota	Wisconsin
	Indiana**	New Jersey	
Community mobilization (7)	Colorado	Michigan	Texas
	Maryland	Missouri	
	Massachusetts	Rhode Island	
Other (4)	Georgia	Minnesota	
	Maine	Oregon	

* In addition to the programs and initiatives that build leadership capacity listed above, 11 states (California, Florida, Indiana, Maryland, Mississippi, Missouri, Michigan, Ohio, Pennsylvania, Rhode Island, and Virginia) report that they are keeping track of spending on fatherhood programs specifically.

** These states are using TANF funds to sponsor mini-grants.

APPENDIX C

TABLE 1: FATHERS AND FAMILIES

Number and percentage of children under age 18 by family type, 1994–1998, by state

State	Mother-headed* Number	%	Father-headed** Number	%	% father-headed among all single-parent families	Two-parent Number	%	All families
USA	**16,743,539**	**23.9**	**2,732,949**	**3.9**	**14.0**	**48,389,730**	**69.0**	**70,099,855**
Alabama	320,862	29.0	45,106	4.1	12.3	697,683	63.0	1,107,301
Alaska	34,736	18.0	12,279	6.4	26.1	143,255	74.4	192,617
Arizona	266,128	22.2	51,077	4.3	16.1	849,346	70.8	1,199,056
Arkansas	182,793	26.2	22,796	3.3	11.1	451,594	64.8	697,119
California	2,100,315	22.8	386,233	4.2	15.5	6,437,391	69.9	9,208,627
Colorado	178,460	18.3	49,309	5.1	21.6	729,733	75.0	972,874
Connecticut	188,125	22.5	38,163	4.6	16.9	576,206	68.9	836,221
Delaware	50,360	27.4	9,613	5.2	16.0	115,108	62.5	184,119
District of Columbia	71,957	55.8	5,126	4.0	6.6	39,482	30.6	128,896
Florida	968,758	28.6	142,219	4.2	12.8	2,151,605	63.5	3,390,625
Georgia	519,361	26.9	68,272	3.5	11.6	1,258,996	65.1	1,933,187
Hawaii	59,973	20.2	12,691	4.3	17.5	212,355	71.5	297,009
Idaho	52,685	14.9	11,866	3.4	18.4	283,334	80.1	353,878
Illinois	814,231	25.3	111,710	3.5	12.1	2,197,458	68.2	3,223,472
Indiana	312,300	20.5	65,963	4.3	17.4	1,101,778	72.4	1,521,191
Iowa	143,750	18.2	40,135	5.1	21.8	587,089	74.5	788,068
Kansas	136,735	19.5	40,703	5.8	22.9	511,436	72.9	701,724
Kentucky	205,948	21.1	46,299	4.7	18.4	692,572	70.8	978,317
Louisiana	358,772	30.7	52,232	4.5	12.7	692,639	59.3	1,168,627
Maine	58,829	19.3	17,638	5.8	23.1	225,009	73.7	305,326
Maryland	302,312	24.4	39,603	3.2	11.6	850,482	68.7	1,238,754
Massachusetts	353,673	25.1	36,202	2.6	9.3	998,342	70.8	1,410,586
Michigan	670,972	25.5	111,179	4.2	14.2	1,782,291	67.6	2,636,403
Minnesota	249,590	19.7	48,462	3.8	16.3	957,992	75.5	1,268,614
Mississippi	262,448	34.7	22,360	3.0	7.9	431,659	57.2	755,287
Missouri	316,418	24.1	31,995	2.4	9.2	927,096	70.6	1,313,733
Montana	41,801	18.0	13,270	5.7	24.1	172,822	74.5	231,996
Nebraska	77,790	16.4	15,447	3.3	16.6	370,195	78.0	474,509
Nevada	88,083	21.7	22,272	5.5	20.2	283,552	70.0	405,333
New Hampshire	59,279	19.5	17,031	5.6	22.3	223,072	73.5	303,533
New Jersey	415,631	21.2	52,086	2.7	11.1	1,437,984	73.3	1,961,233
New Mexico	143,333	26.1	23,960	4.4	14.3	360,638	65.6	549,647
New York	1,360,810	29.4	168,775	3.6	11.0	2,958,793	63.9	4,631,070
North Carolina	434,341	26.4	75,474	4.6	14.8	1,056,326	64.3	1,642,385
North Dakota	25,487	14.7	8,381	4.8	24.7	135,484	78.3	172,951
Ohio	694,215	22.8	116,874	3.8	14.4	2,139,728	70.3	3,042,247
Oklahoma	191,629	21.0	36,210	4.0	15.9	656,681	71.9	913,316
Oregon	186,685	22.9	34,395	4.2	15.6	575,564	70.7	814,191
Pennsylvania	617,792	20.7	105,249	3.5	14.6	2,198,078	73.5	2,991,708
Rhode Island	63,331	28.6	7,271	3.3	10.3	146,760	66.2	221,543
South Carolina	284,787	28.2	49,620	4.9	14.8	615,450	60.9	1,009,818
South Dakota	33,962	17.2	11,505	5.8	25.3	147,616	74.8	197,469
Tennessee	404,874	28.7	49,536	3.5	10.9	902,272	63.9	1,411,808
Texas	1,235,326	22.4	186,203	3.4	13.1	3,844,401	69.7	5,519,107
Utah	92,010	13.3	18,000	2.6	16.4	575,036	83.1	692,336
Vermont	27,116	17.4	7,384	4.7	21.4	119,553	76.9	155,476
Virginia	339,653	21.1	60,217	3.7	15.1	1,155,968	71.9	1,607,913
Washington	338,666	23.8	73,915	5.2	17.9	997,842	70.1	1,424,302
West Virginia	89,410	23.8	14,039	3.7	13.6	265,375	70.7	375,611
Wisconsin	293,595	21.0	39,246	2.8	11.8	1,041,598	74.5	1,398,978
Wyoming	23,442	16.8	7,358	5.3	23.9	107,011	76.6	139,744

* No father present ** No mother present

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

TABLE 2A: MOTHERS AND FAMILIES

Number and percentage of unmarried mothers, unmarried teen mothers, and all mothers with children under age 18 living at home, 1994–1998, by state

State	Unmarried mothers*		Unmarried teen mothers**		All mothers
	Number	%	Number	%	
USA	**7,881,846**	**22.2**	**390,203**	**1.1**	**35,449,227**
Alabama	167,580	28.2	7,569	1.3	594,730
Alaska	20,644	21.2	776	0.8	97,563
Arizona	126,554	21.7	4,382	0.8	583,031
Arkansas	84,950	24.6	3,052	0.9	345,244
California	886,527	20.3	54,073	1.2	4,377,682
Colorado	86,283	17.9	3,502	0.7	482,794
Connecticut	74,707	17.9	4,114	1.0	416,646
Delaware	24,430	26.6	1,424	1.5	92,005
District of Columbia	31,638	52.9	442	0.7	59,813
Florida	443,649	25.3	18,247	1.0	1,751,470
Georgia	247,455	24.1	8,135	0.8	1,024,685
Hawaii	28,753	19.1	1,756	1.2	150,740
Idaho	25,953	15.9	718	0.4	163,362
Illinois	384,223	24.1	20,644	1.3	1,593,525
Indiana	196,312	24.5	14,822	1.8	802,667
Iowa	74,359	20.1	5,128	1.4	370,599
Kansas	74,474	21.6	6,042	1.8	344,202
Kentucky	113,577	21.3	11,052	2.1	532,224
Louisiana	190,803	30.9	13,781	2.2	618,121
Maine	30,514	18.7	855	0.5	163,456
Maryland	136,309	20.6	9,405	1.4	660,659
Massachusetts	165,856	22.2	4,548	0.6	748,268
Michigan	333,337	25.9	11,405	0.9	1,286,323
Minnesota	115,019	18.5	7,791	1.3	621,574
Mississippi	129,891	31.9	6,452	1.6	407,039
Missouri	168,491	24.3	6,911	1.0	693,429
Montana	23,815	20.3	152	0.1	117,056
Nebraska	37,233	17.2	1,223	0.6	216,214
Nevada	45,808	22.7	1,391	0.7	201,862
New Hampshire	29,848	19.3	1,386	0.9	154,929
New Jersey	197,744	19.0	3,872	0.4	1,040,705
New Mexico	63,723	26.2	4,902	2.0	243,493
New York	532,646	22.3	20,101	0.8	2,385,401
North Carolina	214,032	23.1	11,863	1.3	926,581
North Dakota	12,532	15.4	275	0.3	81,233
Ohio	333,065	22.0	15,434	1.0	1,511,941
Oklahoma	95,923	20.8	2,198	0.5	460,259
Oregon	88,859	21.3	1,238	0.3	416,579
Pennsylvania	288,192	19.0	16,684	1.1	1,517,798
Rhode Island	30,887	25.5	1,370	1.1	120,987
South Carolina	128,720	24.6	11,162	2.1	522,339
South Dakota	16,819	18.1	397	0.4	93,168
Tennessee	209,875	27.4	6,216	0.8	765,854
Texas	570,645	21.0	37,863	1.4	2,716,335
Utah	40,596	13.8	554	0.2	294,629
Vermont	13,869	17.1	175	0.2	81,108
Virginia	158,111	18.5	6,525	0.8	855,202
Washington	169,978	22.9	4,593	0.6	743,784
West Virginia	49,929	21.8	1,092	0.5	229,200
Wisconsin	151,629	21.7	11,456	1.6	698,493
Wyoming	15,060	20.9	1,055	1.5	72,226

* Unmarried mothers include mothers who are either widowed, divorced, or never married (those separated are not included).

** Unmarried teen mothers include unmarried mothers who are less than 20 years old.

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 2B: MOTHERS AND MARRIAGE

Number and percentage of never married mothers and divorced mothers with children under age 18 by teen status, marital status, and race, 1994–1998

	Non-hispanic white		Non-hispanic black		Hispanic		Others		
	Number	%	Number	%	Number	%	Number	%	Total
Never married teen mothers*	150,736	39.0	145,863	37.8	76,498	19.8	12,915	3.3	386,012
Divorced teen mothers*	2,668	63.6	674	16.1	851	20.3	0	0.0	4,193
Never married mothers	1,246,447	32.0	1,926,804	49.4	625,086	16.0	102,610	2.6	3,900,947
Divorced mothers	2,519,512	71.0	577,878	16.3	362,947	10.2	90,741	2.6	3,551,078
All mothers	24,303,605	68.6	5,070,996	14.3	4,483,916	12.6	1,590,713	4.5	35,449,230

* Teen mothers are mothers under 20 years of age.

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

TABLE 3: FATHERS AND WORK

Percentage of children under age 18 in families whose resident father is not employed, percentage of children under age 18 by resident father's employment status, poverty rate, and near poverty rate, 1993–1997, by state

State	Nonemployment rate (%)*	Of all children with employed fathers		Poverty rate among all children with employed fathers	Near poverty rate among all children with employed fathers
		% with full-time, year-round employment	% with part-time employment		
USA	**5.1**	**84.3**	**15.7**	**8.7**	**25.9**
Alabama	6.1	88.4	11.6	8.2	27.9
Alaska	3.4	75.5	24.5	6.2	18.9
Arizona	3.8	78.3	21.7	16.5	40.5
Arkansas	6.8	86.8	13.2	9.5	35.9
California	7.6	79.7	20.3	14.8	34.4
Colorado	2.8	86.8	13.2	4.5	20.7
Connecticut	5.0	85.0	15.0	3.2	13.8
Delaware	3.7	85.7	14.3	3.6	21.4
District of Columbia	6.4	80.6	19.4	9.3	28.3
Florida	7.0	83.3	16.7	9.0	27.4
Georgia	4.6	88.2	11.8	7.1	25.4
Hawaii	5.3	87.5	12.5	5.1	24.4
Idaho	1.6	77.4	22.6	13.7	37.4
Illinois	4.2	84.2	15.8	6.6	21.7
Indiana	4.0	88.8	11.2	6.2	22.9
Iowa	2.0	90.6	9.4	8.4	26.7
Kansas	2.5	88.3	11.7	6.8	26.7
Kentucky	9.3	81.3	18.7	10.7	28.9
Louisiana	5.7	81.6	18.4	11.8	30.6
Maine	4.4	80.0	20.0	7.0	24.6
Maryland	2.1	90.6	9.4	2.5	14.8
Massachusetts	6.8	88.4	11.6	3.4	14.2
Michigan	4.2	83.1	16.9	6.2	18.2
Minnesota	1.8	86.3	13.7	5.9	18.4
Mississippi	5.8	84.7	15.3	9.7	32.6
Missouri	4.8	84.5	15.5	6.1	25.3
Montana	4.0	76.4	23.6	13.1	34.7
Nebraska	2.6	88.9	11.1	6.4	23.1
Nevada	3.8	82.5	17.5	9.5	25.7
New Hampshire	2.7	84.0	16.0	3.5	13.6
New Jersey	3.3	87.2	12.8	2.8	13.2
New Mexico	6.0	77.1	22.9	18.3	40.8
New York	7.1	84.5	15.5	7.9	23.0
North Carolina	5.2	88.6	11.4	6.5	22.1
North Dakota	1.7	86.7	13.3	7.8	23.6
Ohio	5.4	84.9	15.1	4.3	19.0
Oklahoma	4.0	81.0	19.0	10.7	33.6
Oregon	2.4	79.0	21.0	7.6	26.1
Pennsylvania	5.2	85.5	14.5	5.9	20.3
Rhode Island	4.5	80.5	19.5	3.0	17.0
South Carolina	5.0	88.0	12.0	7.3	31.7
South Dakota	4.3	87.1	12.9	10.5	30.8
Tennessee	6.6	87.6	12.4	8.5	28.8
Texas	4.2	83.7	16.3	14.6	36.4
Utah	1.8	86.1	13.9	7.2	31.3
Vermont	3.7	81.7	18.3	5.9	22.3
Virginia	4.1	87.1	12.9	7.3	24.4
Washington	4.4	83.4	16.6	5.5	16.0
West Virginia	12.1	73.6	26.4	11.7	34.2
Wisconsin	2.1	87.7	12.3	5.1	16.7
Wyoming	2.1	86.3	13.7	8.7	29.6

* Percentage of children with fathers unemployed or not in labor force in the previous year.

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 4: FATHERS, MOTHERS, AND SCHOOLING

Percentage of children under age 18 by father's or mother's education, 1994–1998, by state

	Father's education			Mother's education		
	Less than high school	High school graduate	Above high school	Less than high school	High school graduate	Above high school
USA	**15.2**	**31.3**	**53.5**	**17.2**	**34.0**	**48.8**
Alabama	14.9	34.7	50.4	16.2	37.1	46.7
Alaska	6.3	34.5	59.2	7.2	35.5	57.3
Arizona	22.8	25.2	52.0	23.9	27.9	48.2
Arkansas	14.7	41.5	43.8	15.9	43.5	40.6
California	27.5	22.0	50.6	30.5	24.8	44.8
Colorado	9.3	25.6	65.1	9.8	32.2	58.1
Connecticut	9.9	26.5	63.7	10.5	31.8	57.7
Delaware	11.3	34.1	54.6	9.5	41.5	49.0
District of Columbia	13.8	32.1	54.1	27.2	32.7	40.1
Florida	13.0	31.5	55.6	17.8	33.9	48.3
Georgia	16.5	31.3	52.1	17.3	36.4	46.3
Hawaii	8.1	36.9	55.0	8.0	37.4	54.6
Idaho	16.1	28.3	55.6	14.5	35.0	50.5
Illinois	15.5	27.9	56.7	16.0	32.3	51.7
Indiana	10.3	47.6	42.1	14.0	44.0	42.0
Iowa	8.1	36.4	55.4	9.3	36.2	54.5
Kansas	5.6	35.5	58.9	8.0	35.2	56.8
Kentucky	20.3	35.5	44.2	18.6	37.8	43.6
Louisiana	20.8	34.0	45.2	20.9	36.2	42.9
Maine	9.3	42.5	48.2	8.6	40.5	50.9
Maryland	9.3	28.0	62.7	12.1	28.6	59.2
Massachusetts	10.9	29.5	59.6	13.5	30.3	56.1
Michigan	9.4	34.6	56.0	11.9	39.2	48.9
Minnesota	6.0	27.7	66.3	10.3	26.9	62.8
Mississippi	22.1	34.9	43.0	18.0	35.8	46.3
Missouri	12.2	35.3	52.5	14.3	36.5	49.2
Montana	8.3	33.2	58.5	8.5	35.5	56.0
Nebraska	5.3	32.7	62.0	6.5	32.7	60.8
Nevada	17.1	32.0	50.9	17.0	33.6	49.4
New Hampshire	7.4	31.8	60.8	9.6	31.8	58.6
New Jersey	8.2	29.1	62.7	11.0	34.1	54.9
New Mexico	21.0	29.5	49.5	21.9	34.7	43.5
New York	13.0	32.3	54.7	18.5	33.2	48.3
North Carolina	16.0	30.8	53.2	13.4	35.8	50.8
North Dakota	6.4	27.5	66.1	4.7	29.3	66.0
Ohio	6.4	40.4	51.3	12.7	39.1	48.1
Oklahoma	14.2	34.0	51.8	12.4	43.2	44.5
Oregon	11.9	29.1	59.0	13.4	33.9	52.7
Pennsylvania	12.5	38.6	49.0	12.1	46.4	41.5
Rhode Island	13.9	30.1	56.0	15.9	33.4	50.7
South Carolina	17.4	34.5	48.1	20.3	39.0	40.7
South Dakota	10.6	36.5	52.9	10.6	31.6	57.8
Tennessee	13.3	40.8	45.9	16.5	38.8	44.6
Texas	23.6	28.8	47.6	25.4	31.1	43.5
Utah	7.4	23.7	68.9	7.7	28.4	63.9
Vermont	6.2	37.3	56.5	5.0	35.8	59.2
Virginia	14.8	28.0	57.3	11.1	36.6	52.3
Washington	6.9	30.8	62.2	9.6	29.7	60.6
West Virginia	18.8	44.5	36.7	17.0	43.8	39.3
Wisconsin	5.8	35.7	58.5	8.3	40.0	51.7
Wyoming	6.5	38.1	55.3	8.5	35.4	56.1

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 5: FATHERS, FAMILIES, AND POVERTY

Poverty rates for children under age 18 by family structure and employment status, 1993–1997, by state

State	Family Structure		Poverty rate of children in two-parent families with a full-time employed father*	Near poverty rate of children in two-parent families with a full-time employed father*
	In single-parent families	In two-parent families		
USA	**45.5**	**10.2**	**5.1**	**20.4**
Alabama	50.3	10.2	5.8	24.2
Alaska	20.7	6.5	1.8	12.3
Arizona	46.0	16.8	11.2	35.0
Arkansas	51.6	11.4	4.5	30.8
California	45.7	17.6	9.3	27.1
Colorado	27.8	5.7	2.0	16.1
Connecticut	43.8	2.9	1.9	7.9
Delaware	34.8	4.4	2.8	17.4
District of Columbia	60.5	8.6	5.3	18.8
Florida	50.2	10.8	4.2	20.4
Georgia	43.0	8.4	3.9	19.6
Hawaii	40.1	6.3	5.5	23.6
Idaho	44.2	14.3	8.9	31.3
Illinois	45.2	7.6	3.8	16.4
Indiana	38.4	6.4	2.5	17.5
Iowa	34.7	7.8	6.4	23.3
Kansas	34.1	7.0	3.5	22.6
Kentucky	53.5	13.6	3.9	22.1
Louisiana	57.8	13.0	7.0	23.5
Maine	41.7	7.7	2.1	18.5
Maryland	39.8	3.8	1.9	12.3
Massachusetts	48.3	6.2	1.3	11.3
Michigan	45.0	7.0	1.9	12.5
Minnesota	42.0	6.0	4.2	14.2
Mississippi	56.1	12.2	5.7	28.1
Missouri	40.9	7.8	2.5	19.1
Montana	41.0	12.4	8.0	28.0
Nebraska	35.1	6.5	4.4	20.2
Nevada	28.8	9.8	6.3	20.9
New Hampshire	29.0	4.1	2.2	8.3
New Jersey	44.4	3.6	1.4	9.5
New Mexico	47.9	21.3	11.5	30.7
New York	53.2	10.4	5.0	18.8
North Carolina	39.8	7.9	4.7	17.0
North Dakota	46.4	7.1	5.8	20.0
Ohio	46.4	6.4	2.7	13.4
Oklahoma	51.8	11.4	6.9	28.8
Oregon	42.6	7.4	4.0	19.9
Pennsylvania	47.1	8.2	3.5	15.7
Rhode Island	49.8	3.9	0.7	12.7
South Carolina	55.2	9.1	3.4	25.8
South Dakota	40.4	11.0	7.2	25.2
Tennessee	48.0	10.9	4.5	24.8
Texas	44.9	15.8	10.5	30.9
Utah	35.3	7.6	4.7	29.0
Vermont	42.1	5.0	2.3	16.7
Virginia	31.8	9.2	3.7	19.3
Washington	35.8	6.8	2.1	10.8
West Virginia	53.6	16.8	4.9	25.2
Wisconsin	42.0	5.3	3.3	13.4
Wyoming	40.8	8.1	4.8	23.6

* This may include a working mother.

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 6: FATHERS AND CHILD SUPPORT

Paternity establishment, child support collections, families removed from AFDC with child support collections and administrative cost to child support enforcement agencies, 1996, by state

State	Paternity establishment (%)	Total collections by case (%)	AFDC collections by case (%)	Non-AFDC collections by case (%)	Total collections by dollars owed (%)	Total AFDC cases removed with CSE collections (%)	Total child support collected for every CSE dollar spent ($)
USA	**55**	**20.5**	**12.7**	**27.9**	**51.7**	**3.9**	**3.93**
Alabama	48	21.3	9.5	19.4	44.8	6.6	3.41
Alaska	73	17.8	15.1	26.6	47.3	14.1	3.31
Arizona	56	13.9	7.0	18.5	72.6	0.3	2.42
Arkansas	64	27.8	18.0	37.6	60.8	8.8	2.77
California	N/A	17.2	15.4	25.2	31.9	1.5	2.36
Colorado	57	16.7	7.7	18.5	46.1	14.1	2.82
Connecticut	66	17.6	15.7	21.2	46.6	2.7	2.91
Delaware	N/A	28.3	16.8	32.7	62.0	0.0	2.50
District of Columbia	2	9.9	6.2	12.7	36.7	0.0	2.38
Florida	N/A	15.7	10.4	17.7	N/A	0.0	3.13
Georgia	81	20.1	15.3	20.0	42.1	6.1	3.92
Hawaii	55	23.6	15.9	28.0	39.8	3.4	2.18
Idaho	52	24.9	19.5	33.3	46.1	13.0	2.32
Illinois	40	11.8	7.3	19.2	49.1	0.1	2.41
Indiana	N/A	12.6	36.9	12.5	20.8	0.0	6.54
Iowa	70	20.2	12.6	26.1	57.9	19.0	5.23
Kansas	62	34.1	17.1	34.6	52.5	12.8	5.82
Kentucky	58	16.3	13.5	20.5	47.1	3.5	3.43
Louisiana	40	16.1	8.4	21.8	60.2	1.1	4.16
Maine	76	37.1	29.7	40.0	57.3	17.0	4.05
Maryland	77	22.7	12.4	33.8	48.9	4.6	4.36
Massachusetts	80	30.4	22.9	53.8	56.0	13.9	4.05
Michigan	N/A	16.1	4.1	43.3	64.5	0.2	6.63
Minnesota	70	41.2	22.3	53.6	70.8	12.5	4.36
Mississippi	46	14.5	13.3	17.3	45.6	6.6	2.87
Missouri	53	21.1	12.6	32.5	55.3	8.5	3.75
Montana	63	24.7	14.7	32.1	38.8	0.9	2.42
Nebraska	38	21.0	33.2	19.5	50.3	1.2	3.16
Nevada	8	22.9	19.8	20.6	37.1	5.4	2.53
New Hampshire	62	36.8	25.7	41.7	61.8	40.8	3.42
New Jersey	N/A	26.4	17.3	33.7	57.7	9.6	4.52
New Mexico	19	21.9	21.0	23.0	39.7	N/A	1.43
New York	49	16.3	13.1	19.7	60.4	3.3	4.03
North Carolina	52	22.6	10.3	42.4	59.4	9.3	2.94
North Dakota	59	23.8	13.4	31.8	79.3	26.1	4.34
Ohio	57	28.5	13.5	41.5	60.2	5.4	6.07
Oklahoma	16	19.5	13.4	22.2	46.2	10.9	3.06
Oregon	49	19.6	14.1	22.7	58.3	8.8	5.60

N/A = Data not available

Child support enforcement (CSE) functions include: paternity establishment, support order establishment, support collections, and child support distributions to families.

The paternity establishment rate, also called the paternity standard, is the total number of children born out-of-wedlock receiving AFDC or CSE services for whom paternity has been established, divided by all children born out-of-wedlock who are receiving AFDC or CSE services.

The total collections by case is determined by dividing the total number of CSE cases in which a collection was made by the average annual CSE caseload in fiscal year 1996. Children who receive child support but do not receive CSE services are not reflected here.

The total collections by dollars owed is calculated by dividing the total current support collected by the total current support owed in fiscal year 1996.

The percent of children leaving AFDC due to CSE collections is calculated by dividing the number of cases removed from AFDC due to CSE collections divided by the total number of AFDC/FC cases in fiscal year 1996. The total number of families removed from AFDC due to child support collections is a best estimate of child support's effects on the welfare caseloads based on the number of families leaving AFDC in the same month they received a child support payment. The denominator of the calculated percentage leaving AFDC includes some foster care families that may or may not have received AFDC, but can not be differentiated due to OCSE reporting procedures.

Source: National Center for Children in Poverty, Joseph L. Mailman School of Public Health, Columbia University, based on data from U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1998). *Child support enforcement 21st annual report to Congress for the period ending September 30, 1996.* Washington, DC: Office of Child Support Enforcement, U.S. Department of Health and Human Services, Tables 32, 34, 46, 66, and 69.

APPENDIX C

TABLE 6: FATHERS AND CHILD SUPPORT

Paternity establishment, child support collections, families removed from AFDC with child support collections and administrative cost to child support enforcement agencies, 1996, by state

State	Paternity establishment (%)	Total collections by case (%)	AFDC collections by case (%)	Non-AFDC collections by case (%)	Total collections by dollars owed (%)	Total AFDC cases removed with CSE collections (%)	Total child support collected for every CSE dollar spent ($)
Pennsylvania	51	32.7	21.7	42.4	70.1	7.0	7.74
Puerto Rico	1	26.6	2.1	39.5	47.4	0.0	4.44
Rhode Island	54	14.8	15.3	16.6	36.9	5.0	4.31
South Carolina	46	26.8	33.3	23.4	45.9	0.0	3.37
South Dakota	85	33.0	29.3	48.3	62.4	30.6	5.87
Tennessee	N/A	14.2	6.7	19.7	N/A	4.5	4.06
Texas	83	20.1	9.2	26.4	48.5	2.7	3.71
Utah	68	21.0	11.1	35.3	47.5	4.3	2.66
Vermont	82	41.7	36.6	53.4	61.3	3.9	3.79
Virginia	53	23.0	17.9	27.0	50.0	4.4	4.18
Washington	82	33.7	22.6	43.5	51.1	15.2	3.53
West Virginia	62	22.8	12.3	27.8	53.2	6.4	3.61
Wisconsin	76	27.0	6.2	51.8	52.8	8.0	5.94
Wyoming	18	14.1	7.5	14.1	41.0	6.5	2.96

N/A = Data not available

Child support enforcement (CSE) functions include: paternity establishment, support order establishment, support collections, and child support distributions to families.

The paternity establishment rate, also called the paternity standard, is the total number of children born out-of-wedlock receiving AFDC or CSE services for whom paternity has been established, divided by all children born out-of-wedlock who are receiving AFDC or CSE services.

The total collections by case is determined by dividing the total number of CSE cases in which a collection was made by the average annual CSE caseload in fiscal year 1996. Children who receive child support but do not receive CSE services are not reflected here.

The total collections by dollars owed is calculated by dividing the total current support collected by the total current support owed in fiscal year 1996.

The percent of children leaving AFDC due to CSE collections is calculated by dividing the number of cases removed from AFDC due to CSE collections divided by the total number of AFDC/FC cases in fiscal year 1996. The total number of families removed from AFDC due to child support collections is a best estimate of child support's effects on the welfare caseloads based on the number of families leaving AFDC in the same month they received a child support payment. The denominator of the calculated percentage leaving AFDC includes some foster care families that may or may not have received AFDC, but can not be differentiated due to OCSE reporting procedures.

Source: National Center for Children in Poverty, Joseph L. Mailman School of Public Health, Columbia University, based on data from U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1998). *Child support enforcement 21st annual report to Congress for the period ending September 30, 1996.* Washington, DC: Office of Child Support Enforcement, U.S. Department of Health and Human Services, Tables 32, 34, 46, 68, and 69.

APPENDIX D

TABLE 1
Number and percentage of children under age 6 and under age 18 by family type, 1997 and 1998

	Married couple families		Father-only families			Mother-only families			Not with parent	
	Number (1,000)	%	Number (1,000)	%	% among single-parent families	Number (1,000)	%	% among single-parent families	Number (1,000)	%
Children under age 6										
1997	16,463	69.4	1,077	4.5	16.1	5,622	23.7	83.9	546	2.3
1998	16,556	70.2	1,121	4.8	17.3	5,347	22.7	82.7	572	2.4
Children under age 18										
1997	48,438	68.8	3,062	4.3	15.4	16,834	23.9	84.6	2,075	2.9
1998	48,731	68.8	3,160	4.5	15.9	16,738	23.6	84.1	2,220	3.1

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

TABLE 2
Percentage of children under age 18 by parental employment status, 1996 and 1997

	Of all children with employed fathers, those		Of all children, those	Of all children with employed mothers, those		Of all children, those
	With full-time employed fathers (%)	With part-time employed fathers (%)	With fathers not employed (%)	With full-time employed mothers (%)	With part-time employed mothers (%)	with mothers not employed (%)
Children under age 6						
1996	83.7	16.3	3.7	43.8	56.2	34.7
1997	84.0	16.0	3.7	44.5	55.5	32.5
Children under age 18						
1996	84.7	15.3	4.7	51.4	48.6	28.6
1997	85.7	14.3	4.7	51.7	48.3	27.5

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

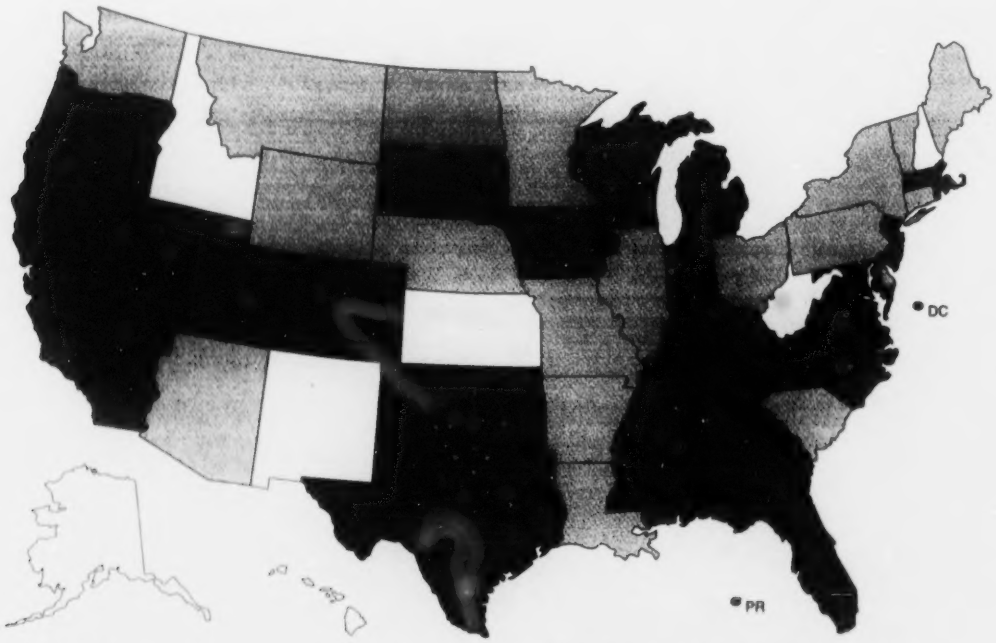
TABLE 3
Poverty rate of children under age 18 by family structure, 1996 and 1997

	In all single-parent families	In all two-parent families	In mother-only families with mother employed full-time	In two-parent families with only father employed full-time, mother unemployed
1996	43.2	9.9	12.4	13.7
1997	43.2	9.3	15.3	12.4

Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the March Current Population Surveys, 1994–1998, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX E

LEVEL OF REPORTED STATE EFFORT* TO PROMOTE RESPONSIBLE FATHERHOOD



- State reports implementing one of the five strategies—1 state
- State reports implementing two of the five strategies—5 states
- State reports implementing three of the five strategies—18 states
- State reports implementing four of the five strategies—11 states
- State reports implementing five of the five strategies—10 states
- States not responding to the 1999 NCCP Fatherhood Survey—7 states

Note: The map does not include pilot or planned initiatives. See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives. (State refers to all 50 states plus the District of Columbia and Puerto Rico.)

*Level of reported state effort is defined as implementing strategies intended to:

- Promote Public Awareness About Responsible Fatherhood
- Prevent Unwanted or Too-Early Fatherhood
- Enhance Fathers as Economic Providers
- Strengthen Fathers as Nurturers
- Promote Leadership Capacity

Level of Reported State Effort to Promote Responsible Fatherhood					
State reports implementing one of the five strategies—1 state	North Dakota				
State reports implementing two of the five strategies—5 states	Alabama District of Columbia	Puerto Rico South Dakota	Utah		
State reports implementing three of the five strategies—18 states	Arizona Arkansas Connecticut Delaware	Illinois Louisiana Maine Minnesota	Missouri Montana Nebraska New York	Ohio Pennsylvania South Carolina Vermont	Washington Wyoming
State reports implementing four of the five strategies—11 states	California Georgia Iowa	Massachusetts Mississippi New Jersey	North Carolina Oklahoma Oregon	Rhode Island Tennessee	
State reports implementing five of the five strategies—10 states	Colorado Florida	Indiana Kentucky	Maryland Michigan	Nevada Texas	Virginia Wisconsin
States not responding to the 1999 NCCP Fatherhood Survey—7 states	Alaska Hawaii	Idaho Kansas	New Hampshire New Mexico	West Virginia	

APPENDIX F

STATE-BY-STATE CONTACTS FOR PROGRAMS AND POLICIES FOR FATHERS

ALABAMA

Elizabeth Farris
Policy Analyst
Child Support Enforcement Division
Department of Human Resources
Tel: (334) 242-9300

ALASKA

State did not respond to the 1999 survey.

ARIZONA

Nancy Mendoza
Welfare Reform Manager
Child Support Bureau
Tel: (602) 274-7646

ARIZONA

John Boule
Welfare Reform Implementation Manager
Child Support Bureau
Tel: (602) 274-8235
E-mail: Bou2u@prodigy.net

ARKANSAS

Mary E. Smith
Manager
Quality Assurance Unit
Office of Child Support Enforcement
Department of Finance and Administration
Revenue Division
Tel: (501) 682-6828
E-mail: Mary.E.Smith@mail.state.ar.us

Roy D. Kindle
Assistant Director
Office of Program Planning and development
Department of Human Services/Division of County Operations
Tel: (501) 682-8251
E-mail: Roy.Kindle@.state.ar.us

CALIFORNIA

California Department of Social Services
Tel: (916) 657- 3661
E-mail: piar@dss.ca.gov

COLORADO

Jim Garcia
Director
Colorado Fatherhood Initiative
Colorado Foundation for Families and Children
Tel: (303)837-8466 ext. 106
E-mail: jimg@what-woks.org

CONNECTICUT

Thomas Horan
Public Assistance Consultant
Connecticut Department of Social Services
Tel: (860) 424-5270
E-mail: Thomas.Horan@pe.state.ct.us

DELAWARE

Janet Loper
Manager
Program and Policy Unit
Department of Child Support Enforcement
Tel: (302) 577-4815 ext. 233
E-mail: Jloper@state.de.us

DISTRICT OF COLUMBIA

Henry Jones
Social Worker
Department of Human Services
Tel: (202) 727-5947 ext. 15

FLORIDA

W. Byron "Buddy" Witmer
Executive Director
Florida Commission on Responsible Fatherhood
Tel: (850) 488-4952
E-mail: Bwitmer@ounce.org

GEORGIA

Renee Huie
Public Information Manager
Department of Human Resources
Office of Communications
Tel: (404) 656-4937
E-mail: Rmh1@dhr.state.ga.us

HAWAII

State did not respond to the 1999 survey.

IDAHO

State did not respond to the 1999 survey

ILLINOIS

Theresa Wyatt
Division Chief
Bureau of the Budget
Tel: (217) 782-6973
E-mail: Twyatt@bob084r1.state.il.us

Herbert D. Dennis
Manager
Job Training Division
Tel: (217) 785-6006
E-mail: Hdennis@commerce.state.il.us

INDIANA

Tanasha Anders
Executive Assistant/Program Director
Family and Social Services Administration
Tel: (317) 233-4451
E-mail: Tanders@fssa.state.in.us

IOWA

Stephen Gross
Program Planner
Bureau of Collections
Tel: (515) 242-5511
E-mail: Sgross@dhs.state.ia.us

KANSAS

State did not respond to the 1999 survey

KENTUCKY

Jim McWilliams
Policy and Budget Analyst
Governor's Office for Policy and Management
Tel: (502) 564-7300
E-mail: Jmewillm@mail.state.ky.us

LOUISIANA

Julie Alleman
Social Services Program Officer
Department of Social Services
Office of Family Support
Support Enforcement Services
Tel: (225) 342-4780

MAINE

Stephen Hussey
Director
Division of Support Enforcement and Recovery
Department of Human Services
Tel: (207) 287-2886
E-mail: Stephen.l.Hussey@state.me.us

MARYLAND

Malcolm Smith
Young Fathers/Responsible Fathers
Department of Human Resources
Community Services Administration
Office of Adult and Family Services
Tel: (410) 767-4982

Richard Larson
Director
Office of Policy, Research and Systems
Department of Human Resources
Tel: (410) 767-7150
E-mail: Welfarereformer@prodigy.net

MASSACHUSETTS

Marilyn Ray Smith
Chief Legal Counsel and Associate Deputy Commissioner
Child Support Enforcement Division
Tel: (617) 626-4170

MICHIGAN

Wallace Dutkowski
Director
Office of Child Support
Family Independence Agency
Tel: (517) 373-7550

MINNESOTA

Steve Erbes
Employment and Training Specialist
Department of Economic Security
Tel: (681) 297-4841
E-mail: Serbes@ngwmail.des.state.mn.us

MISSISSIPPI

Anna Marie Barnes
Health and Human Service Advisor
Office of the Governor
Tel: (601) 359-3150
E-mail: Governor@govoff.state.ms.us

MISSOURI

Tom Jones
Assistant Director
Department of Social Services
Tel: (573) 522-8510
E-mail: Tjones@mail.state.mo.us

MONTANA

Hank Hudson
Administrator of Division of Child and Family Services
Department of Health and Human Services
Tel: (406) 444-5902

Jan Paulsen
Employment and Training Specialist
Department of Health and Human Services
Tel: (406) 444-4139
E-mail: jpaulsen@mt.gov

NEBRASKA

Kathie Osterman
Administration, Communications, and Legislative Services
Health and Human Services System
Tel: (402) 471-9108

Judy Manhas
Program Specialist
Child Support Enforcement Unit
Health and Human Services System
Tel: (402) 479-5545
E-mail: Judy.manhas@hhss.state.ne.us

NEVADA

Robin Ynacay Nye
Social Welfare Specialist
Division of Child and Family Services
Tel: (702) 684-4425
E-mail: Ryn@govmail.state.nv.us

NEW HAMPSHIRE

State did not respond to the 1999 survey.

NEW JERSEY

Alisha Griffin
Director
Department of Human Services Division of Family Development
Office of Child Support and Paternity Programs
Tel: (609) 588-3368

NEW MEXICO

State did not respond to the 1999 survey.

NEW YORK

Margaret E. Bean
Assistant Counsel
Office of Child Support Enforcement
Tel: (518) 473-0544
E-mail: Margot.bean@dfa.state.ny.us

NORTH CAROLINA

Vicky T. Church
Department of Health and Human Services
Division of Social Services
Tel: (919) 733-2873

NORTH DAKOTA

Bud Wessman
Director
Department of Human Services
(701) 328-2617

OHIO

Barbara Saunders
Acting IV-D Director
Office of Child Support Enforcement
Tel: (614) 752-6561
E-mail: Saundb@ontts.states.oh.us

OKLAHOMA

Debbie Dowell
Executive Assistant
Health and Human Services Cabinet
Tel: (405) 530-2833
E-mail: Debdow.oja.state.OK.US

OREGON

Jim Schultz
Policy Analyst
Oregon Child Support Program
Adult and Family Services Division
Tel: (503) 945-6912
E-mail: Jim.schultz@state.or.us

PENNSYLVANIA

Noelle Cloud
Policy Specialist
Department of Public Welfare
Tel: (717) 772-8318
E-mail: NoelleC@dpw.statepa.us

PUERTO RICO

Angel Ramos-Vicente
Assistant Sub. Administrator
Administration for Child Support Enforcement
Tel: (787) 767-1831

RHODE ISLAND

Pamela Goodwin
Coordinator-Adolescent Services
Department of Human Services
Tel: (401) 464-2422

SOUTH CAROLINA

Leigh Bolick
Director of Program Development
Department of Social Services
Tel: (803) 898-9394
E-mail: lbolick@dss.state.sc.us

SOUTH DAKOTA

Terry Walter
Administrator
Office of Child Support Enforcement
Tel: (605) 773-3641

TENNESSEE

Fagan Thompson
Program Manager
Families First
Tel: (615) 313-4871

TEXAS

Don R. Willett
Research/Special Projects Director
Office of the Governor, Policy Division
Tel: (512) 463-2198
E-mail: Dwillett@governor.state.tx.us

UTAH

Jody Becker-Green
Legislative Liaison
State Department of Human Services
Tel: (801) 538-9877
E-mail: hsadminl.jbeckereemail.state.ut.us

VERMONT

Cheryl Mitchell
Deputy Secretary
Department of Human Services
Tel: (802) 241-2220
E-mail: Cherylmi@wpgate1.ahs.state.bt.us

VIRGINIA

Ron J. Clark
Director
Virginia Fatherhood Campaign
Department of Health
Tel: (804) 786-7367
E-mail: Rjclark@vdh.state.va.us

WASHINGTON

Cheryl A. Reed
Program Manager
Community Relations Unit
Tel: (360) 664-5445
E-mail: careed@dshs.wa.gov

WASHINGTON

Terry Liddell
Project Director
Governor's Head Start
Tel: (360) 902-7579
E-mail: tliddell@dshs.wa.gov

WEST VIRGINIA

State did not respond to 1999 survey.

WISCONSIN

Sue Mathison
Planner
Department of Workforce Development
Tel: (608) 266-6822
E-mail: Mathison@dwd.state.wi.us

WYOMING

Julie Lehman
Executive Director
Reproductive Health Council
Tel: (307) 742-7700
E-mail: WYREPHC.aol.com

212

APPENDIX G

NATIONAL RESOURCES FOR ENCOURAGING RESPONSIBLE FATHERHOOD

AT-HOME DAD
Chat Group/Network/Newsletter/Play Groups
61 Brightwood Avenue
North Andover, MA 01845
Tel: (508) 685-7931
E-mail: athomedad@aol.com
Web: http://www.parentsplace.com/readroom/athomedad/index-htm/
Contact: Peter Baylies, Editor and Publisher

CENTER FOR FATHERS, FAMILIES, AND PUBLIC POLICY
c/o Family Resource Coalition
200 South Michigan Avenue, 16th Floor
Chicago, IL 60604
Tel: (312) 341-0900
Fax: (312) 341-9361
Contacts: Kirk E. Harris, Institute Director
David Pate, Lead Consultant

COALITION OF COMMUNITY FOUNDATIONS FOR YOUTH
1000 Broadway, Suite 302
Kansas City, MO 64105-1540
Tel: (816) 842-4246
Fax: (816) 842-7907
E-mail: ccfy@gkccf.org
Contact: Cindy Sesler Ballard, Executive Director

COMMISSION ON HEALTH CARE FINANCE
2100 Martin Luther King Avenue, SE, Suite 302
Washington, DC 20020
Tel: (202) 727-0735
Fax: (202) 727-5645 or (202) 610-3209
Contact: Paul Offner, Commissioner

FATHER-TO-FATHER PROJECT
Children, Youth, and Family Consortium
University of Minnesota
12 McNeal Hall
1985 Buford Avenue
St. Paul, MN 55108
Tel: (612) 625-8285
Fax: (612) 625-1210
Web: http://www.cyfc.umn.edu/Fathernet/ftf.htm/
Contacts: Martha Farrell Erickson, Director
Michael Tratt, Coordinator

THE FATHERHOOD PROJECT
NATIONAL PRACTITIONERS NETWORK FOR FATHERS AND FAMILIES
Families and Work Institute
330 Seventh Avenue
New York, NY 10001
Tel: (212) 465-2044 ext. 225
Fax: (212) 465-8637
Web: http://www.fatherhoodproject.org
Contacts: James Levine, Director
Ed Pitt, Associate Director

THE FUNDERS COLLABORATIVE ON FATHERS AND FAMILIES
c/o The Annie E. Casey Foundation
701 Saint Paul Street
Baltimore, MD 21202
Tel: (800) 222-1099 or (410) 223-2937
Fax: (410) 547-6624
Web: http://www.aef.org
Contact: Ellen Pagliaro, Planning Associate

INSTITUTE FOR MENTAL HEALTH INITIATIVES
4545 42nd Street, NW, Suite 311
Washington, DC 20016
Tel: (202) 364-7111
Fax: (202) 363-3891
E-mail: instmhi@aol.com
Web: http://www.imhi.org/imhi
Contact: Susan Stutman, President

THE INSTITUTE FOR RESPONSIBLE FATHERHOOD AND FAMILY REVITALIZATION
1146 19th Street, NW, Suite 800
Washington, DC 20036
Tel: (202) 293-4420
Fax: (202) 293-4288
E-mail: irffr@aol.com
Contact: Charles A. Ballard, President

MAD DADS INCORPORATED (Men Against Destruction-Defending Against Drugs and Social-Disorder)
National Headquarters
3030 Sprague Street
Omaha, Nebraska 68111
Tel: (402) 451-3500
Fax: (402) 451-347
E-mail: maddadsnational@nfinity.com
Web: http://www.maddadsnational.com

MANPOWER DEMONSTRATION RESEARCH CORPORATION
16 East 34th Street
New York, NY 10016
Tel: (212) 532-3200
Fax: (212) 684-0832
Web: http://www.mdrc.org
Contact: Gordon Berlin, Senior Vice President

NATIONAL CENTER FOR FATHERING
10200 West 75th Street, Suite 267
Shawnee Mission, KS 66204
Tel: (913) 384-4661
Fax: (913) 384-4665
E-mail: ncf@aol.com
Web: http://www.fathers.com
Contact: Ken Canfield, President

NATIONAL CENTER FOR STRATEGIC NONPROFIT PLANNING AND COMMUNITY DEVELOPMENT
1133 20th Street, NW, Suite 210
Washington, DC 20036
Tel: (202) 822-6725
Fax: (202) 822-5699
Web: http://www.npcl.org
Contact: Dr. Jeffrey M. Johnson, President

NATIONAL CENTER ON FATHERS AND FAMILIES
University of Pennsylvania
3700 Walnut Street
Box 58
Philadelphia, PA 19104
Tel: (215) 573-5500
Fax: (215) 573-5508
Web: http://www.upenn.edu/gse/ncoff/index.htm/
Contact: Vivian L. Gadsden, Director

NATIONAL FATHERHOOD INITIATIVE
1 Bank Street, Suite 160
Gaithersburg, MD 20878
Tel: (301) 948-0599
Fax: (301) 948-4325
E-mail: nfi1995@aol.com
Web: http://www.register.com/father
Contact: Wade F. Horn, Ph.D., President

NATIONAL GOVERNOR'S ASSOCIATION
CENTER FOR BEST PRACTICES
444 North Capital Street, Suite 267
Washington, DC 20001-1512
Tel: (202) 624-5427
Fax: (202) 624-5313
E-mail: tmaclellan@nga.org
Web: http://www.nga.org/
Contact: Thomas MacLellan Policy Analyst

NATIONAL PRACTITIONERS NETWORK
FOR FATHER AND FAMILIES, INC.
1133 20th Street, NW, Suite 210
Washington, DC 20036
Tel: (201) 822-1355 or (800) 34N-PNFF
Fax: (201) 822-5699
E-mail: paffairs@ui.urban.org
Contacts: Tene M. Jones, President
Preston J. Garrison, Executive Director

PUBLIC/PRIVATE VENTURES
2005 Market Street, Suite 900
Philadelphia, PA 19103
Tel: (215) 557-4400
Fax: (215) 557-4469
Web: http://tap.epn.org/ppv/
Contact: Gary Walker, President

THE URBAN INSTITUTE
2100 M Street, NW
Washington, DC 20037
Tel: (202) 833-7200 or (202) 857-8575
Fax: (202) 429-0687
E-mail: paffairs@ui.urban.org
Web: http://www.urban.org
Contacts: Freya Sonenstein, for Fathering Issues
Elaine Sorensen, for Child Support Issues

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
200 Independence Avenue, SW, Room 404E
Washington, DC 20201
Tel: (202) 690-6806 or (202) 690-7507
Fax: (202) 690-6562
E-mail: mellgren@osaspe.dhhs.gov
Contact: Linda Mellgren, Social Science Analyst
For information on the Department of Health and Human Services' Fatherhood Project go to:
http://aspe.os.dhhs.gov/fathers/fhoodini.htm
For an evaluation of the welfare-to-work programs go to:
http://aspe.hhs.gov/hsp/wtw/index.htm.
For final regulations for the Temporary Assistance for Needy Families program and how fatherhood is represented in the regulations, go to: http://www.acf.dhhs.gov/programs/ofa/finalru.htm.

APPENDIX H

IMPLICATIONS FROM RESEARCH FOR PROMOTING A FATHERHOOD AGENDA

Over the past few years, the amount of research on fathers has grown significantly. This Appendix lists the research reports developed since the 1997 edition of *Map and Track Fathers* and gives an explanation of its importance to the field. Other listings of research on fathers can be found in the bibliography and endnotes of this report and on the web site of the National Center on Fathers and Families (http://www.ncoff.org), which has an extensive list of fatherhood literature and literature reviews.

Research on Father's Role as Economic Provider

Building opportunities, enforcing obligations: Implementation and interim impacts of Parent's Fair Share, by Fred Doolittle, Virginia Knox, Cynthia Miller, and Sharon Rowser. This research was conducted on Parent's Fair Share, a national demonstration project that combines job training and placement, peer support, and enhanced child support collection to increase the earnings and child support payments of unemployed noncustodial parents of children on welfare. Although there were some program successes, the report shows the demonstration lacked the impressive results expected in improving the child support paid by these men mainly due to the initiative's inability to substantially effect the men's employment and earnings. An executive summary of the report is available on the MDRC Internet Web site: http://www.mdrc.org/ (1998; New York, NY: Manpower Demonstration Research Corporation)

Child support an uncertain income supplement for families leaving welfare, by the U.S. General Accounting Office. This study addresses how successful states are likely to be in obtaining child support for families whose benefits are subject to time limits. Child support outcomes for families reaching time limits in Connecticut, Florida, and Virginia—three states that have already reached time limits were analyzed. The research also looked at Minnesota and Washington, two states with high performance in child support collections. The study authors conclude that states need to improve their collection performance in order to ensure that child support is a viable income supplement for children leaving welfare. (1998; Washington, DC: U.S. General Accounting Office)

Fathers under fire: The revolution in child support enforcement, edited by Irwin Garfinkel, Sara McLanahan, Daniel Meyer, and Judith Seltzer. The book reflects a national shift in family living arrangements. The authors predict that over 50 percent of children will live apart from at least one of their parents, often the father, before reaching adulthood. Concluding that today's nonresident fathers are under fire, the volume provides a portrait of nonresident fathers by discussing issues such as the effects of child support enforcement on father-child contact, fathers themselves, remarriage, fertility, and male labor supply. The authors pose questions for program designers and policymakers to consider, including what is a reasonable child support amount to give a child a fair start in life, should a basic minimum support level be set even for parents unable to pay, and what is the state's role in determining parents' financial contribution to their children as well as how much time they spend together. Other issues they raise concern government's role in population and gender equity policies. (1998; New York, NY: The Russell Sage Foundation)

Obligating dads: Helping low-income noncustodial fathers do more for their children, by Elaine Sorensen. This report gives a brief profile of noncustodial fathers and presents some opportunities in current legislation (the PRWORA, the BBA, and three other congressional initiatives) that can help low-income noncustodial fathers care for their children financially. These include work activities funded by TANF dollars, visitation and access grants, welfare-to-work grants, federal waivers, and demonstration grants. Still needed is a funding stream to pay for employment-related activities for low-income fathers, incentives for noncustodial parents to pay child support, and changes in child support enforcement policies. (1999; Washington, DC: The Urban Institute)

The potential of child support as an income source for low-income fathers, by Paula Roberts This article looks at recent federal policy focused on getting low-income mothers receiving welfare payments into the labor force. Mother-only families that receive cash assistance generally move to minimum-wage jobs that do not lift their families out of poverty. The author argues that supplementing wages with child support is a better way to do this then relying on cash assistance or wages alone. This in turn could affect labor-force attachment and help families benefit from increased wages along with the child support payments. Besides employment and training programs for nonresident fathers combined with child support activities, she suggests other strategies to ensure that children receive the most financial support from their nonresident low-income fathers, such as sharing with the fathers how their child support dollars have benefited their children, exchanging arrears owed to the state for current child support payments, and improving access and visitation to the children. (1998; *Clearinghouse Review,* March/April, Vol. 31, No. 11–12 . pp. 565–583).

What welfare recipients and the fathers of their children are saying about welfare reform: A report on 15 focus group discussions in Baltimore, Boston, and Chicago, by Linda

Burton, Andrew J. Cherlin, Judith Francis, Robin Jarrett, James Quane, Constance Williams, and N. Michelle Stem Cook. This research was done as part of a larger project: Welfare Reform and Children: A Three-City Study. Researchers conducted focus groups in Baltimore, Boston, and Chicago to hear the voices of the people most affected by welfare changes—welfare recipients and the fathers of their children. Participants in the groups expressed positive and negative responses to the impact of TANF: they liked the increased personal responsibility but feared it would lead to increased crime and family hardships propelled by overcrowded housing and the need to secure basic needs when time limits run out. To improve TANF, they recommended increasing transition time from welfare to work, child care opportunities, assistance in education and job training, medical coverage, and help in learning English. With these supports available from the government, the participants felt they could realize their work goals. (1998; Baltimore, MD: Johns Hopkins University, Department of Sociology)

Research on Father's Role as Nurturer

Fathers' involvement in their children's schools, by Christine Winquist Nord, DeeAnn Brimhall, and Jerry West. This frequently cited report about fathers, based on analysis of the National Household Education Survey, offers an overview of the considerable extent of involvement and influence nonresident and resident fathers have on their children's schooling. Data were collected on school meeting attendance, participation in parent-teacher conferences, involvement in school or class events, and volunteering at school. For nonresidential fathers additional data was collected on the regularity of contact between parent and child. The authors' point out that father involvement directly influences children's school outcomes, e.g. enjoyment of school, repeating a grade, expulsion, or suspension. Children with nonresident fathers are more likely to enjoy school if their fathers are moderately to highly involved in their schools—more than if they have regular contact from their fathers and no school involvement. Future research on fathers and schools should distinguish whether it is the type or number of school activities that matter, study occasional versus regular participation by fathers in their children's schools as well as their lives, and look more closely at the effect of parents' educational level. (1997; Washington, DC: National Center for Educational Statistics, Office of Educational Research and Improvement, U.S. Department of Education)

Men in families, edited by Suzanne Bianchi. This special journal issue on men in families provides an important description and analysis of men's involvement in families. Articles are on father custody, the payment and meaning of child support, fathers' caring for their children, father-child interaction, and unmarried fathers' contact with their children. (1998, *Demography,* May, Vol. 35, No. 2)

Nurturing fatherhood: Improving data and research on male fertility, family formation, and fatherhood, by the Federal Interagency Forum on Child and Family Statistics. This report summarizes a conference lead by researchers, policy analysts, and public officials to improve federal data and stimulate research on how men become fathers and what they do as parents. The report addresses issues often ignored: the definition of fatherhood; demographic and social processes involved in family formation and dissolution and male fertility; father's involvement with their children and family relationships; and methods for tracking fatherhood. The conference attendees believe that the historic trends explain the split between fathers actively involved in their children's lives and those who shirk their economic and emotional responsibilities—believing that if they cannot be good providers then they should not be involved at all. They identified several methods for improving federal data collection on fathers and also reviewed possible theories to explain their behavior. (1998; Washington, DC: U.S. Department of Health and Human Services)

What my father means to me: Words and drawings from America's children about their fathers, compiled by Ken Canfield and David Hirsch. These children's essays and drawings represent the thousands that were submitted to the Father of the Year contests supported by the National Center for Fathering and the Illinois Fatherhood Initiative by children in grades 2–12. They can be used to open a dialogue between fathers and their children or in fathering groups. A suggested series of questions and appropriate essays and drawings to review are matched in the I-CAN philosophy of fatherhood involvement, consistency, awareness, and nurturance. (1998; Chicago, IL: Illinois Fatherhood Initiative and National Center for Fathering)

These abstracts were written and compiled by Stanley Bernard and Elizabeth Siecke.

APPENDIX I

BIBLIOGRAPHY

Achatz, M. & MacAllum, C. A. (1994). *Young unwed fathers: Report from the field.* Philadelphia, PA: Public/Private Ventures.

Adalist-Estrin, A. (1994). Family support and criminal justice. In S. L. Kagan & B. Weissbourd (Eds.), *Putting families first: America's family support movement and the challenge of change.* San Francisco, CA: Josey-Bass.

Annie E. Casey Foundation. (1995). *Kids Count data book: State profiles of child well-being.* Baltimore, MD: Annie E. Casey Foundation.

Arendell, T. (1996). *Cooperative parenting and fathers: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania. Web publication: www.ncoff.gse.upenn.edu/

Ash, D. O. (1997). *Face to face with fathers: A report on low-income fathers and their experience with child support enforcement.* Chicago, IL: Center on Fathers, Families, and Public Policy, c/o Family Resource Coalition.

Beck, A.; Gilliard, D.; Greenfeld, L.; Harlow, C.; Hester, T.; Jankowski, L.; Snell, T. Stephan, J.; & Morton, D. (1993). *Survey of state prison inmates, 1991.* Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

Bennett, N. G.; Li, J.; Song, Y.; & Yang, K. (1999). *Young children in poverty: A statistical update, June 1999 Edition.* New York, NY: National Center for Children in Poverty, Columbia University Joseph L. Mailman School of Public Health.

Bernard, S. (1998). *Responsible fatherhood and welfare: How states can use the new law to help children* (Children and Welfare Reform Issue Brief No. 4). New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

Berns, D. & Drake, B. (1998). Promoting safe and stable families through welfare reform. *The Prevention Report: National Resource Center for Family Centered Practice,* (2), 4–8.

Besharov, D. J. & Sullivan, T. S. (1996). Welfare reform and marriage. *The Public Interest,* Fall, (125), 81–94.

Bianchi, S. M. (Ed.). (1998). Special issue: Men in families. *Demography,* 35(2), 133–258.

Bigner, J. J. & Bozett, F. W. (1989). Parenting by gay fathers. *Marriage and Family Review,* 14(3–4), 155–175.

Blankenhorn, D. (1995). *Fatherless America: Confronting our most urgent social problem.* New York, NY: HarperCollins.

Bond, J. T.; Galinsky, E.; & Swanberg, J. E. (1998). *The 1997 National Study of the Changing Workforce.* New York, NY: Families and Work Institute.

Brenner, E. & Horn, W. (1996). *Seven things states can do to promote responsible fatherhood.* Washington, DC: Council of Governors' Policy Advisors.

Brenner, E. & Orr, D. (1996). *What states are doing to promote responsible fatherhood.* Washington, DC: Council of Governors' Policy Advisors.

Brown, B. V. (1996). *The single father family: Recent trends in demographic, economic, and public transfer use characteristics.* Washington, DC: Child Trends. Paper presented at the Conference on Father Involvement, Bethesda, MD.

Bulcroft, R.A. & Bulcroft, K.A. (1993). Race differences in attitudinal factors in the decision to marry. *Journal of Marriage and the Family,* 55(May), 338–356.

Burton, L.; Charlin, A. J.; Francis, J.; Jarrett, R.; Quane, R.; Williams, C.; & Cook, N. M. (1998). *What welfare recipients and the fathers of their children are saying about welfare reform.* Baltimore, MD: The Johns Hopkins University, Department of Sociology.

Casper, L. M. (1997). *My daddy takes care of me! Fathers as care providers* (Current Population Reports, Household Economic Studies P70-59). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

Casper, L. M. & Bryson, K. (1998). *Household and family characteristics: March 1998 (update)* (Current Population Reports Population Characteristics, PPL-101). Washington, DC: Bureau of the Census, U.S. Department of Commerce, Table 11.

Celluci, P. (1998). Massachusetts taking bold measures to strengthen families. *Fatherhood Today,* 3(1), 4.

Chambers, V. (1998). Family rappers. *Newsweek,* Jan. 19, 66–68.

Chartrand, S. (1997). The special demands of working fathers. *The New York Times on the Web,* Jun. 15.

Cohen, D. (1998). One dad's redemption: Does Ben Middleton's private revolution herald a public shift. *The New York Times,* Dec. 20, Section 14, 1, 12.

Coley, R. L. (1998). Children's socialization experiences and functioning in single-mother households: The importance of fathers and other men. *Child Development,* 69(1), 219–230.

Cowan, C. P. & Bronstein, P. (1988). *Fatherhood today: Men's changing roles in the family.* New York, NY: John Wiley & Sons.

Davis, J. & Perkins, W. E. (1996) *Fathers' care: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania. Web publication: www.ncoff.gse.upenn.edu/

Doolittle, F.; Knox, V.; Miller, C.; & Rowser, S. (1998). *Building opportunities, enforcing obligations: Implementation and interim impacts of Parents' Fair Share.* New York, NY: Manpower Demonstration Research Corporation.

Ekulona, A. (1996) *The Healthy Start fathers journal.* Baltimore, MD: Baltimore City Healthy Start, Inc.

Elstein, S. G. & Davis, N. (1997). *Sexual relationships between adult males and young teen girls: Exploring the legal and social responses.* Washington, DC: American Bar Association, Center on Children and the Law.

Federal Interagency Forum on Child and Family Statistics. (1998). *Nurturing fatherhood: Improving data and research on male fertility, family formation, and fatherhood.* Washington, DC: Federal Interagency Forum on Child and Family Statistics.

Florida's Commission on Responsible Fatherhood. (1998). *Florida's Commission on Responsible Fatherhood, 1998 annual report.* Tallahassee, FL: Florida's Commission on Responsible Fatherhood .

Furstenberg, F. F., Jr.; Sherwood, K. E.; & Sullivan, M. L. (1992). *Caring and paying: What fathers and mothers say about child support.* New York, NY: Manpower Demonstration Research Corporation.

Furstenburg, F. F., Jr. (1995). Dealing with dads: The changing roles of fathers. In P. L. Chase-Lansdale & J. Brooks-Gunn (Eds.), *Escape from poverty: What makes a difference for children.* New York, NY: Cambridge University Press.

Garfinkel, I.; McLanahan, S.; Meyer, D.; & Seltzer, J. (Eds.). (1998). *Fathers under fire: The revolution in child support enforcement.* New York, NY: Russell Sage Foundation.

Garfinkel, I.; Miller, C.; McLanahan, S. S.; & Hanson, T. L. (1998). Deadbeat dads or inept states? A comparison of child support enforcement systems. *Evaluation Review,* 22(6), 717–750.(IRP Reprint Series No. 789, University of Wisconsin-Madison.)

Giordano, P. C.; Cernkovich, S. A.; & DeMaris, A. (1993). The family and peer relations of Black adolescents. *Journal of Marriage and the Family,* 55(May), 277–287.

Gladwell, M. (1996). The tipping point: Why is the city suddenly so much safer could it be that crime really is an epidemic? *The New Yorker,* Jun 3, 72(14), 32–39.

Governor's Advisory Commission on Responsible Fatherhood and Family Support. (1998). *Dads make a difference: Action for responsible fatherhood.* Boston, MA: Commonwealth of Massachusetts.

Halle, T.; Moore, K.; Greene, A.; & LeMenestrel, S. M. (1998). What policymakers need to know about fathers. *Policy & Practice,* 56(3), 21–35.

Hans, S.; Ray, A.; Bernstein, V.; & Halpern, R. (1995). *Caregiving in the inner city.* Chicago, IL: The University of Chicago and The Erikson Institute.

Horn, W. & Bush, A. (1997). *Fathers, marriage, and welfare reform.* Indianapolis, IN: Hudson Institute.

Institute on Domestic Violence in the African American Community. (1998). *Assembling the pieces: Leadership in addressing domestic violence in the African American community Conference Proceedings, December 2–6, 1997, Atlanta, Georgia.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, and St. Paul, MN: University of Minnesota School of Social Work.

Johnson, E. S.; Levine, A.; & Doolittle, F. C. (1999). *Fathers' fair share: Helping poor men manage child support and fatherhood, A Manpower Demonstration Research Corporation Study.* New York, NY: Russell Sage Foundation.

Kirn, W. (1999). Make room for daddy: After years of coaching men how to be good fathers, Armin Brott argues that Dad still gets no respect. *Time Magazine,* Mar. 15, 153(10).

Knitzer, J. & Bernard, S. (1997). *Map and track: State initiatives to encourage responsible fatherhood.* New York, NY: National Center for Children in Poverty, Columbia University School of Public Health.

Knitzer, J. & Page, S. (1998). *Map and track: State initiatives for young children and families, 1998 edition.* New York, NY: National Center for Children in Poverty

Koball, H. (1998). Have African-American men become less committed to marriage? Explaining the Twentieth Century racial crossover in men's marriage timing. *Demography,* 35(2), 251–258.

Lamb, M. E. (Ed.). (1997). *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

Leadbeater, B. J. (1999). The goals of welfare reform reconsidered: Supporting the transition to work for inner-city adolescent mothers. *Children's Services: Social Policy, Research, and Practice,* 21, 23–44.

Lerman, R. I. & Ooms, T. J. (Eds.). (1993). *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press.

Levine, J. A.; Murphy, D. T.; & Wilson, S. (1993) *Getting men involved: Strategies for early childhood programs.* New York, NY: Scholastic, Inc., Early Childhood Division.

Levine, J. A. & Pitt, E. W. (1998). *Fathers matter: What community foundations can do.* New York, NY: Families and Work Institute.

Levine, J. A. with Pitt, E. W. (1996). *New expectations: Community strategies for responsible fatherhood.* New York, NY: Families and Work Institute.

Levine, J. A. & Pittinsky, T. (1997). *Working fathers: New strategies for balancing work and family.* New York, NY: Addison-Wesley.

Lindberg, L.D.; Sonenstein, F.L.; Ku, L.; & Martinez, G. (1997) Age difference between minors who give birth and their adult partners. *Family Planning Perspectives,* 29(2), 62–66.

Lugaila, T. A. (1998). *Marital status and living arrangements: March 1998 (update)* (Current Population Reports, Population Characteristics Series P20-514). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

Manning, W. G. (1993). Marriage and cohabitation following premarital conception. *Journal of Marriage and the Family,* 55(Nov.), 839–850.

McAdoo, J. L. (1997). The roles of African American fathers in the socialization of their children. In H. P. McAdoo (Ed.), *Black families, 3rd ed.* Thousand Oaks, CA: Sage.

McBride, B. A. & Rane, T. R. (1996). Father/male involvement in early childhood programs. *Eric Digest,* Oct., 1–2.

Mellgren, L. M. (1993). Creating federal leadership in research and policy development. In R. I. Lerman & T. J. Ooms (Eds.), *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press.

Melton, R. H. & Grimsley, K. D. (1998). Work climate warmer for women, but employees saying learning how to interact is no simple task. *The Washington Post,* March 23, A01.

Merida, K. & Vobejda, B. (1998). Battles on the home front: Couples in conflict roles. *The Washington Post,* March 25, A01.

Meyer, D. R. & Bartfeld, J. (1998). Patterns of child support compliance in Wisconsin. *Journal of Marriage and the Family,* 60(2), 309–318. (IRP Reprint Series No. 780, University of Wisconsin-Madison.)

Meyer, D. R. & Cancian, M. (1996). Life after welfare: A recent study looks at the economic well-being of women and children following an exit from AFDC. *Public Welfare,* 54(4), 25–28.

Meyer, D. R. & Cancian, M. (1998). Economic well-being following an exit from Aid to Families with Dependent Children. *Journal of Marriage and the Family,* 60(2), 479–492. (IRP Reprint Series No. 781, University of Wisconsin-Madison.)

Meyer, D. R. & Garasky, S. (1991). *Custodial fathers: Myths, realities and child support policy* (Technical Analysis Paper No. 42). Washington, DC: U.S. Department of Health and Human Services, Office of Human Services Policy.

Mincy, R. B. & Sorensen, E. J. (1998). Deadbeats and turnips in child support reform. *Journal of Policy Analysis and Management,* 17(1), 44–51.

Moore, K. A.; Driscoll, A. K.; & Ooms, T. (1997). *Not just for girls: The roles of boys and men in teen pregnancy prevention.* Washington, DC: The National Campaign to Prevent Teen Pregnancy.

Morin, R. (1998). 'A crisis': Among blacks, major changes in the family structure. *The Washington Post,* March 25, A15.

Morin, R. & Rosenfeld, M. (1998). With more equity, more sweat: Poll shows sexes agree on pros and cons of new roles. *The Washington Post,* March 22, A01.

National Center on Fathers and Families. (1997). *Literature reviews: Brief: Father presence matters: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania. Web publication: www.ncoff.gse.upenn.edu/

National Governors' Association, Social Services Policy Division. (1998). Promoting responsible fatherhood. *StateLine,* Washington, DC: National Governors' Association, Center for Best Practices.

Nock, S. L. (1998). The consequences of premarital fatherhood. *American Sociological Review,* 63(2), 250–263.

Nord, C. W.; Brimhall, D.; & West , J. (1997*). Fathers' involvement in their children's schools* (National Household Education Survey Statistical Analysis Report). National Center for Educational Statistics, Office of Educational Research and Improvement, U.S. Department of Education.

O'Connor, M. L. (1998). Men who father children out of wedlock face reduced odds of marrying and increased socioeconomic hardship. *Family Planning Perspectives,* 30(5), 248–249.

Ooms, T. (1998). *Toward more perfect unions: Putting marriage on the public agenda.* Washington, DC: Family Impact Seminar.

Ortiz, E. T. & Scott, P. R. (1994) Gay husbands and fathers: Reasons for marriage among homosexual men. *Journal of Gay and Lesbian Social Services,* 1(1), 59–71.

Patterson, C. J. and Chan, R. W. (1997). Gay fathers. In Lamb. M. E. (Ed.) *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

Pavetti, L. (1997). *Against the odds: Steady employment among low-skilled women: A report to the Annie E. Casey Foundation.* Washington, DC: The Urban Institute.

Pirog-Good, M. (1993). In-kind contributions as child support: The teen alternative program. In R. I. Lerman & T. J. Ooms (Eds.), *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press.

Pitts, L., Jr. (1999). *Becoming dad: Black men and the journey to fatherhood.* Atlanta, GA: Longstreet.

Pleck, J. (1997). Paternal involvement: Levels, sources, and consequences. In M. E. Lamb (Ed.), *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

Poole, C. & Foley, G. (1998). A single father's continuing struggle: J.R. and welfare reform. *Zero to Three,* 18(4), 41–42.

Poole, C. & Foley, G. (1997). From alienation to attachment: A single father's parenthood journey. *Zero to Three,* 18(1), 24–31.

Roberts, P. (1998). The potential of child support as an income source for low-income fathers. *Clearinghouse Review,* 31(11–12), 565–583.

Rogers, E. M. (1995). *Diffusion of innovations, 4th ed.* New York, NY: Free Press.

Rosenfeld, M. (1998). Reexamining the plight of young males. *The Washington Post,* March 26, A1.

Scoon-Rogers, L. (1999). *Child support for custodial mothers and fathers: 1995* (Current Population Reports, Consumer Income Series P60-196). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

Seltzer, J. A. (1994). Consequences of marital dissolution for children. *Annual Review of Sociology,* 20, 235–266.

Seltzer, J. A. (1998). Father by law: Effects of joint legal custody on nonresident fathers' involvement with children. *Demography,* 35(2), 135–146. (IRP Reprint Series No. 778, University of Wisconsin-Madison).

Shernoff, M. (1996) Gay men choosing to be fathers. *Journal of Gay and Lesbian Social Services,* 4(2), 41–54.

Silverstein, L. B. (1996). Fathering as a feminist issue. *Psychology of Women Quarterly,* 20(1), 3–37.

Sondag, J. (1998). How to be a dad. *Children's Voice,* Fall, 18–21.

Sonenstein, F. L.; Stewart, K.; Lindberg, L. D.; Pernas, M.; & Williams, S. (1997). *Involving males in preventing teen pregnancy: A guide for program planners.* Washington, DC: The Urban Institute.

Sorensen, E. (In press). *Low income fathers and the earned income tax credit.* Washington, DC: The Urban Institute.

Sorensen, E. (1996) *Low-income noncustodial fathers: Who are they and what are states doing to assist them in their efforts to pay child support?* Louisville, KY: Unpublished. Paper presented at the 45th Annual Training Conference of the National Child Support Enforcement Association, August 1996.

Sorensen, E. (In press). A national profile of nonresident fathers and their ability to pay child support. *Journal of Marriage and the Family.*

Sorensen, E. & Lerman, R. (1998). Welfare reform and low-income noncustodial fathers. *Challenge,* 41(4), 101–116.

Sorensen, E. & Turner, M. (1996). *Barriers in child support policy: A literature review* (LR-SB-96-04). Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

Stapleton, M. (1999). The unnecessary tragedy of fatherless children: Welfare reform's opportunities for reversing public policies that drove low-income fathers out of their children's lives. *Clearinghouse Review,* 32(9–10).

Sternberg, K.J. (1997). Fathers: The missing parents in research on family violence. In M. Lamb, (Ed.) *The role of the father in child development, 3rd ed.* New York, NY: John Wiley & Sons.

Summers, M. (1998). Executive dads. *Forbes,* Oct. 5.

The American woman, *Time* special issue. (1972). *Time Magazine,* March 20.

Thomas, E. (1995). A new paradigm for male involvement in comprehensive child development programs. *Journal of Children and Poverty,* 1(2), 44–49.

U.S. Bureau of the Census. (1999). *African American history month: February 1–28* (Census Bureau Facts for Features). Washington, DC: Bureau of the Census, U.S. Department of Commerce.

U. S. Department of Health and Human Services, Fathers' Work Group. (1997). *First year implementation report for Fathering: The Man and the Family, the Department of Health and Human Services implementation strategy for President Clinton's initiative to strengthen the role of fathers in families.* Washington, DC: U.S. Department of Health and Human Services.

U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1997). *Child support enforcement 20th annual report: For the period ending September 30, 1995.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1998). *Child support enforcement 21st annual report: For the period ending September 30, 1996.* Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

U.S. General Accounting Office. (1998). *Welfare reform: Child support an uncertain income supplement for families leaving welfare.* Washington, DC: U.S. General Accounting Office.

Viadero, D. (1997). Fathers play unique role in schooling, study finds. *Education Week,* Nov. 19, 3.

Wahl, G. & Wertheim, J. with Munson, L. & Yaeger, D. (1998). Paternity ward: Fathering out-of-wedlock kids has become commonplace among athletes, many of whom seem oblivious to the legal, financial, and emotional consequences. *Sports Illustrated,* May 4, 62.

Wattenberg, E. (1993). Paternity actions and young fathers. In: R. I. Lerman & T. J. Ooms, (Eds.), *Young unwed fathers: Changing roles and emerging policies.* Philadelphia, PA: Temple University Press.

NATIONAL CENTER FOR CHILDREN IN POVERTY

The Joseph L. Mailman School of Public Health
Columbia University
154 Haven Avenue, New York, NY 10032
TEL: 212-304-7100 • FAX: 212-544-4200
WEB: http://cpmcnet.columbia.edu/dept/nccp/